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CITY OF MILLBRAE DOWNTOWN STUDY

ROYSTON HANAMOTO ALLEY & ABEY


APRIL 1990





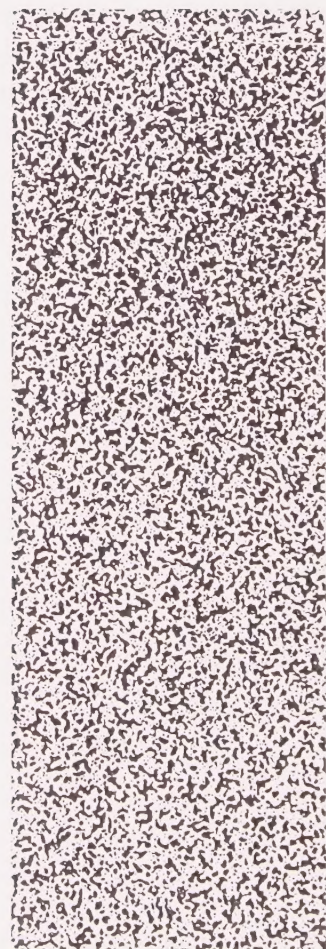
City of Millbrae Downtown Plan

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S U M M A R Y



The Millbrae Downtown Study defines the optimum configuration of the Central Business District (CBD) in terms of market potential and the physical space demands inherent in that market. Using these criteria, architectural and urban design/streetscape recommendations will assist local decision-makers in achieving the desired CBD appearance, given the anticipated mix of uses, in order for the area to become a source of increased revenue to the City.

This report reviews the planning process and methodology, summarizes issues raised by staff and citizens, reviews existing trends and conditions, and offers conclusions regarding the future mix of uses within the CBD. Finally, it offers a design concept and a strategy of municipal actions to help achieve the recommended mix of uses.

The City of Millbrae's Downtown is a vital commercial core. This Downtown Plan identifies means for the City of Millbrae's Downtown core to retain and improve its economic viability and remain competitive with other areas.

The Downtown Plan is based on the following goals:

- Create a cohesive Downtown commercial area for the City of Millbrae to encourage economic development and increase revenues to the City.
- Make the Downtown more recognizable, with easier access from El Camino Real.
- Establish design criteria for new development and for upgrading existing conditions to build upon the Downtown area's existing pleasant neighborhood character.

The following chapters summarize existing conditions in the Downtown area (land use, economics, circulation), strengths, weaknesses, and issues (aesthetics, parking, entry, future development) in order to identify opportunities and constraints for development. Alternatives are developed and evaluated. A Downtown Plan and plan details are described. The marketing recommendations and strategy discussed address the steps needed to begin achieving the optimum Downtown.



VIEW OF MILLBRAE SQUARE



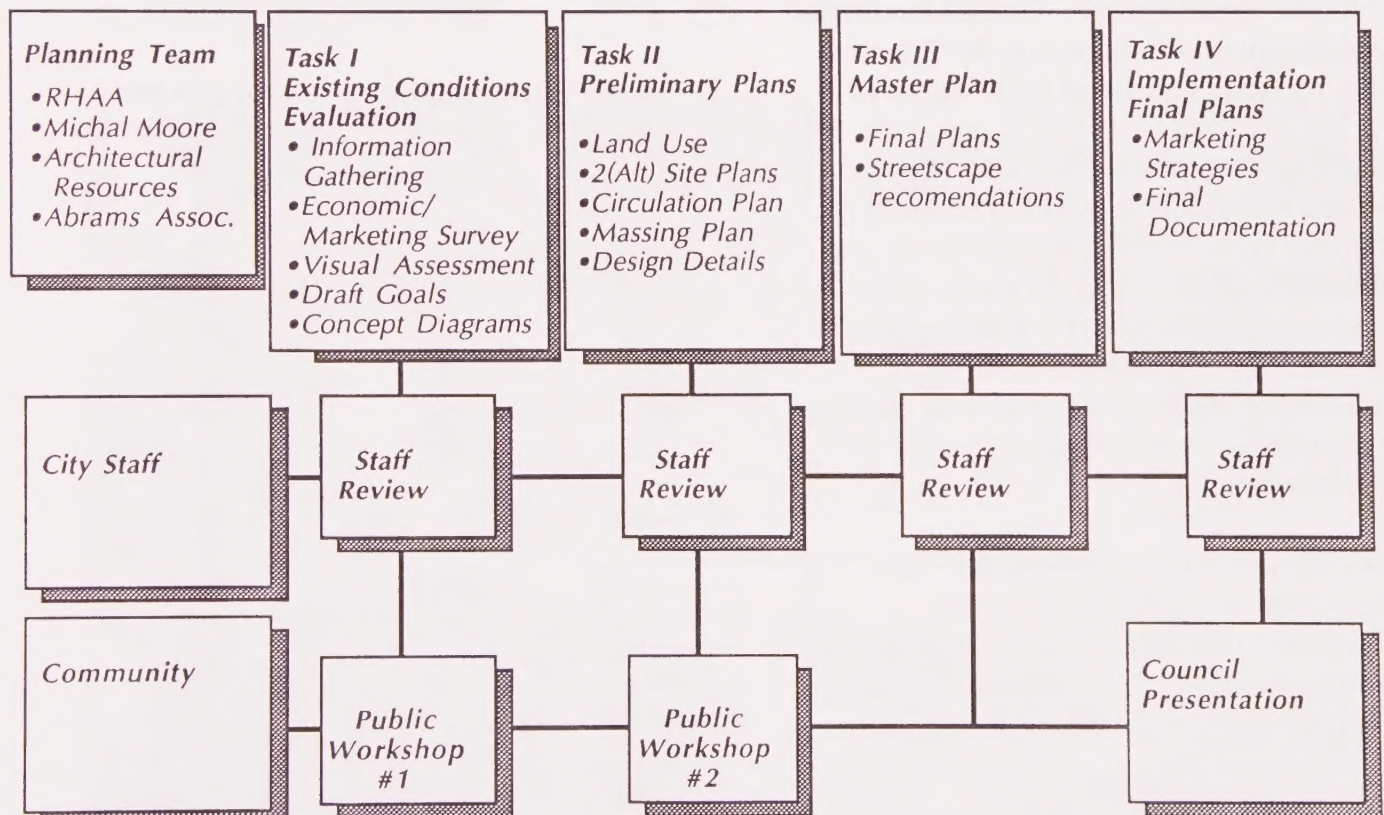
VIEW OF ENTRY AT HILLCREST



VIEW OF BROADWAY

The Millbrae Downtown Study followed the 4 steps outlined in the chart below: Existing Conditions Evaluation, Preliminary Plans, Master Plan and Implementation. Two workshops supplemented the market and visual assessments. The first workshop gave citizens an opportunity to present their views and concerns; the second workshop presented two Downtown alternatives for citizen evaluation.

CITY OF MILLBRAE DOWNTOWN PLAN WORK METHODOLOGY



The City of Millbrae is located approximately eight miles south of San Francisco on the Bay side of San Mateo County. The City is bordered on the north by San Bruno, on the south by Burlingame, on the east by the San Francisco International Airport, and on the west by the San Francisco watershed.

The City was incorporated in 1948, as a small, primarily residential, community with young families. Between 1960 and 1970, the City grew from 15,873 to 20,781 residents. In recent years this rate of increase has slowed considerably, creating a stable neighborhood atmosphere. City population in 1989 was 20,885.

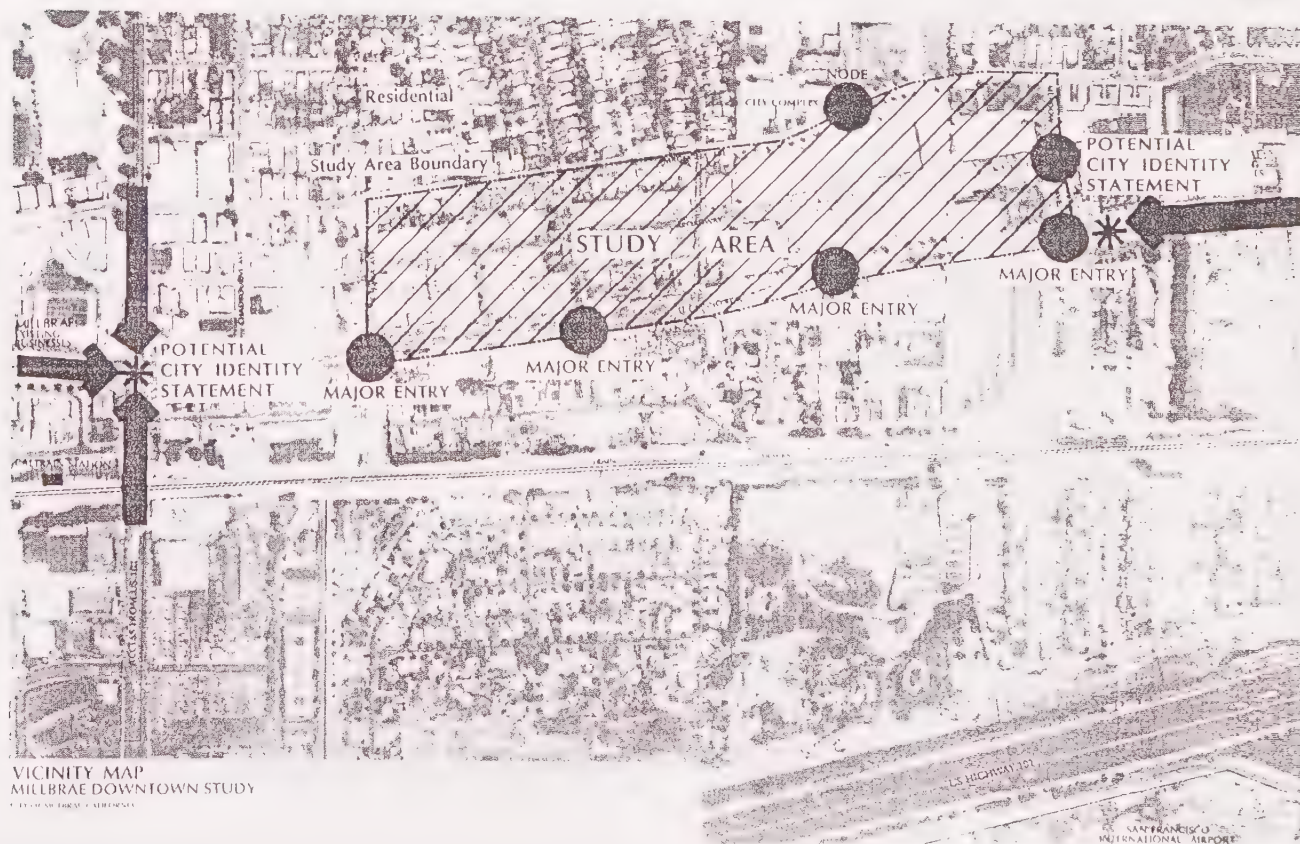
The City encompasses 2,048 acres or 3.2 square miles. Almost all developable land in Millbrae has been built upon or is slated for future development. Limited lands are available for annexation; thus the City must infill, increase density or stabilize growth.

The Study Area discussed in this report is located in the center of Millbrae and is bounded by Meadow Glen Avenue to the north, Victoria Avenue to the south, Magnolia Avenue to the west, and El Camino Real to the east. The Downtown is primarily commercial in nature with a limited amount of mixed-use commercial/residential development.

The City of Millbrae Downtown Plan analyzes options for growth of the Downtown district and discusses aesthetic improvements for the area's streetscape, signage, building facades and circulation patterns.



VICINITY MAP



STUDY AREA AERIAL

In 1987, the City Council formed the Millbrae Redevelopment Agency with members serving as the governing body of the Agency. The Council formed the Agency, in accordance with State laws, to use certain tools available to an agency but not to a city, to help deal with some of the problems facing the City. These problems include the need to strengthen the economic base of the City, the need for public improvements and the need to assist owners in rehabilitating their property.

Tools available to the Agency include "tax-increment revenue," money from the growth in property taxes above the 1987-88 year when the Redevelopment Project Area was formed. The Redevelopment Plan was for all of Millbrae's commercial areas, including the Downtown Area.

The Agency can issue bonds for improve-

ment projects that will benefit the Area and can establish more precise land use controls for the development and rehabilitation of property. In addition, the Agency can offer low-interest loans or grants to property owners who agree to rehabilitate their property in accordance with Agency goals.

In brief, Redevelopment goals include:

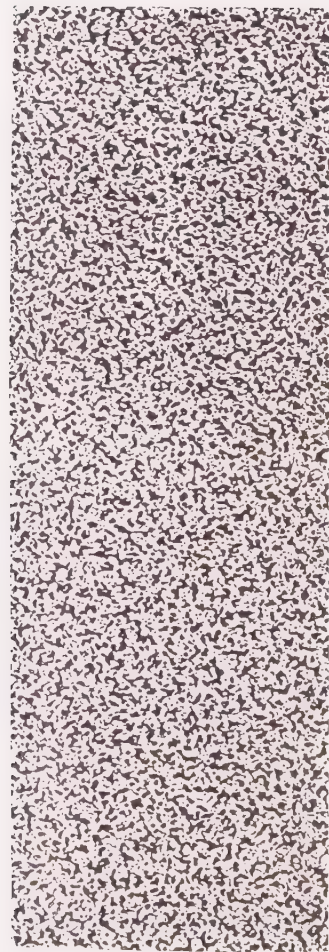
- Stimulate new private investment by revitalizing deteriorated, blighted or functionally obsolete properties.
- Improve visual image of the Project Area by reinforcing assets and expanding potentials.
- Improve employment opportunities, economic stability and public revenues.
- Achieve adequate public improvements.



MAGNOLIA



BROADWAY



EXISTING
CONDITIONS

- Foster development of a sense of community identity.
- Ensure a variety of commercial, office and/or industrial land uses which will physically and economically complement development within the Project Area.
- Encourage development of commercial uses along major thoroughfares.
- Foster the establishment of landscape buffers between incongruous land uses.
- Encourage the use of local resources in the development of the Project Area whenever economically feasible.

The Downtown Area is the first of several parts of the Redevelopment Project Area to be studied. The Agency selected this area because of its role as Millbrae's major

business district.

In addition to funding the Downtown Study, examples of projects that could be assisted by the Redevelopment Agency include:

- new sidewalks, drainage, curbs and gutter.
- improved lighting.
- landscaping, street trees.
- improved parking.
- loans and grants for storefront improvements.
- Land acquisition.
- Joint ventures.



ALLEY



EL CAMINO REAL

ECONOMIC ASSESSMENT

The recommendations made in this report are based on an analysis of existing demographic conditions and trends and a review of the City's and CBD's economic performance. These characteristics were compared to data available for neighboring cities and to the mid-peninsula region as a whole. The characteristics of Millbrae were examined to ascertain the City's ability to attract and absorb new commercial growth and attain its County-Wide share. This potential was reviewed in terms of existing characteristics of the City itself such as vacant land, parking availability and access, ownership patterns, rental rates, and land prices.

Assumptions

This report recommends a mix of uses and absorption rates over the next decade. In doing so, several assumptions dictate the level of these recommendations including:

1. The CBD remains defined by the area called out in the RFP, but other development opportunities in the vicinity are also discussed.
2. Redevelopment activity will not include extensive use of eminent domain actions, rather electing a more passive use of municipal assistance in property recombination, the use of performance zoning, and the implementation of design controls in the Central Business District.
3. Service of local needs will continue as the primary focus of the CBD. Investment emphasizing regional demands will

generally be limited to peripheral areas outside the CBD boundaries but within the limits of the Redevelopment Area.

4. The City will avoid dramatic changes in allowable density, but will encourage new uses in the CBD area to create a "mix" of land use types, gradually reintroducing some residential uses to the downtown commercial district.
5. Absorption rates for new growth were calculated by estimating potential new growth opportunities generally available to the City. This potential is assumed to be available given that constraints at any particular time within the City such as access, available land, changes in zoning, etc., can cause growth to either go elsewhere or be postponed. This is true, as well, when overall economic conditions are taken into account.

Estimates of new available growth were made in conjunction with a series of assumptions about current and future conditions. Retail sales figures were compared against an average performance on a per square foot basis. Using the growth of revenue in each retail sales category as an indicator, it was assumed that 50% of this value represented an opportunity for expansion for new businesses. Stated another way, existing businesses exhibit strong capability vs. new businesses which must struggle to overcome start-up difficulties. Even under optimal circumstances, only part of the growth within any given retail sales category is available to be captured by new businesses. Of this share, 20% (or 10% of the countywide total) is assumed to be available for capture by Millbrae.

Summary Conclusions

Compared to other communities in San Mateo County such as Burlingame, San Bruno, and San Mateo, Millbrae's retail commercial base is relatively small in terms of gross sales and increases in overall sales volume year to year. Changes in volume of sales are roughly parallel to rates of increase in disposable income of residents. This lends support to the thesis that the businesses in the area cater primarily to local residents. The exception to this is the development in Millbrae Square, which draws from a broader market area.

Sales tax revenues received by the City (Table 2), when adjusted for inflation, show relatively low rates of growth. This suggests a declining rate of growth serving regional shoppers and indicates that some diversion of local spending to other communities is occurring.

The CBD, while small geographically, makes an important contribution to the retail sales base of the City. It is very diverse and emphasizes smaller, locally owned and operated businesses. Turnover to new businesses has been low according to Assessor records. Leasing agents report overall low vacancy rates with vacant land consequently at a premium.

Several conclusions have been reached in this analysis including:

1. Regional type development need not necessarily exclude or diminish the effectiveness of existing local businesses. Infill in the CBD, combined with the development of new strategic hubs can add investment potential and still maintain diversity within the Downtown area.
2. The tax increment generated by redevelopment may be utilized to assist in land assemblage and in promoting new investment and expansion opportunities within the CBD.
3. Using a 5-year time frame and assuming relatively stable rates of absorption, between 32,000 and 40,000 floor square feet of commercial space could be absorbed in any given year within the CBD. This square footage is sufficient to accommodate existing demands for space in the highest demand areas: general retail, eating and drinking establishments, apparel, and other retail. Additionally, it should accommodate the office space demand that is seeking relocation in the mid-peninsula area.
4. Maintaining the diversity and scale of the downtown area will be in the City's interest. Although this will somewhat limit regional type investment, it will continue to reflect service to the local population and offer some insulation from changes in the business cycle that affect large scale facilities.
5. Future strengthening of the CBD will depend on a combination of actions by the public and private sector such as cooperative implementation of the Redevelopment Agency objectives, development of design controls and guidelines, and encouragement of new investment in conjunction with lot consolidation where possible to form larger economic units.

CITY CHARACTERISTICS

The City of Millbrae is stable. Population changes have been minimal as reflected in Table 1.

Millbrae supports a generally upper middle income population with nearly 50 percent engaged in the labor force. The 1990 estimate of Median Household Income is \$26,224; the Median Family Income is \$30,050. (Source: State of California, Department of Finance and California Cities, Towns and Counties, 1990 edition.) Twenty-five percent of the resident labor force are managers and professional wage earners. Nearly 41% of the labor force is engaged in technical, sales and administrative support, while nearly equal numbers (10 percent) are employed in the service industry, precision production and blue collar production. Millbrae contains somewhat more than 3% of the San Mateo County population and per capita and family incomes generally exceed those of neighboring communities. These higher incomes are reflected in strong local support of retail establishments such as restaurants.

Table 1
Millbrae Estimated Population

Year	Population
1970	20,781
1980	20,058
1985	20,415
1988	20,900
1989	20,885

(Source: State Department of Finance)

One indicator of value is the assessed value of residential real estate. Over the past 5 years, residential values citywide have been growing at approximately 10% per annum. According to records from the San Mateo County Assessors Office, rates of turnover are relatively low compared to faster growing Bay Area communities with available vacant lands for development. A major factor in the rate of Assessed Value Increase City-wide is the phenomena of dramatically increasing home sale prices, forcing a reassessment at the time of sale to reflect current values. This rate of increase does not apply to commercial property experiencing very low rates of turnover.

Table 2 depicts an examination of the primary

Table 2
Millbrae Municipal Revenues in thousands

Year	1981	82	83	84	85	86	87	88	89
Category									
Prop Tax	.839	.911	1.0	1.058	1.117	1.305	1.501	1.585	1.67
Sales/Use	1.32	1.43	1.415	1.54	1.505	1.686	1.617	1.658	1.70
Hotel/Mot		.453	.510	.552	.721	.942	1.31	1.62	1.66
Franchise	.137	.155	.295	.236	.294	.163	.166	.169	.169
Prop.Trans	.027	.017	.017	.035	.037	.048	.049	.048	.045
Bus. Lic.	.074	.068	.061	.063	.065	.075	.075	.076	.077

Source: Millbrae Finance Department

municipal revenues derived from commerce and local property ownership. Property tax, hotel and motel taxes show steady growth while franchise taxes, property transfer taxes and business license fees remain relatively flat. Sales and use taxes are increasing overall at low rates in spite of periodic dips that probably reflect the availability of new retail services elsewhere in the County.

The Central Business District

The Study Area has previously been described (page 6). The northern half of this area consists of an older, but recently refurbished shopping center (Millbrae Square) containing a Mervyns Store and Walgreens Drugs. Immediately adjacent are Safeway and QFI markets, several small shops and an office building with perhaps three to four hundred employees. The southern portion of the Study Area is composed of small shops, mostly on 25' or 50' lots, some with offices or apartments above, five banks, two service stations, a branch post office and about sixteen small restaurants. Except for two of the banks and a small grocery store, most of the buildings were built without off-street parking. On-street spaces and three public parking lots serve the area.

The area encompassed by the CBD is approximately 33 acres with a current assessed valuation of 35 million dollars. This suggests that property within the CBD has low rates of turnover placing much of its base valuation pre-1977 (with a corresponding lower base for assessment purposes than those properties changing hands after that date).

Current Conditions: The CBD offers a wide and very diverse range of services. With the exception of Mervyns, Walgreens, and the larger markets, the services focus primarily on local sales of goods and services. Small businesses catering to select small market opportunities are common and seem to serve a very loyal clientele. This is illustrated in the following list of major uses in the CBD:

	# of businesses
Financial Institutions	9
Cleaners	3
Deli/Liquor Outlets	9
Clothing Stores	9
Restaurants	18
Shoe Stores	5
Photo/Camera Stores	3
Insurance & Real Estate	3
Gas Stations	2
Drugstores	1
Florists	2
Print stores	2
Plumbing Supplies	2
Barbers/Hair Stylists	11

Large scale users (relative to land area) are concentrated in a relatively small group including:

Professional Services
Grocery Stores (QFI and Safeway)
Gas Stations
Walgreens, Mervyns, and
Millbrae Square Shops
Financial Institutions

These large scale uses are concentrated in the northern half of the study area in an area defined by the east/west axis of Taylor Boulevard. South of this line, the pre-dominant uses are small businesses with

between 800 - 2,000 square feet floor area. Relatively few consolidation opportunities exist in this area within the CBD.

The Millbrae Theater is adjacent to the CBD and when combined with the open parking lot next door might provide the spatial area for some consolidated regional-type services. Smaller opportunities exist within the CBD with the most promising in the area immediately adjacent to the Post Office. The Post Office currently houses mail sorting and distribution activities. While the Post Office boxes and counter services are appropriate and support Downtown activities, the distribution services are not. They generate extensive off-street parking requirements for the postal vehicles and employees and compete for space with the nearby commercial activities.



POST OFFICE



PRIVATE STORAGE/GARAGES ON BROADWAY



MILLBRAE SQUARE - MERVYNS

LEGEND

-  AUTOMOTIVE
-  BANKS
-  OFFICE
-  PERSONAL SERVICES
-  RESIDENTIAL
-  RESTAURANTS
-  RETAIL SALES
-  OTHER USES

Existing Land Use

The map of existing land use is divided into eight categories: Automotive, Banks, Offices, Personal Services, Retail Sales, Restaurants, Residential and Other uses.

With eight banks and an even larger number of restaurants, the remaining land uses are primarily retail services with offices and personal services dispersed among the retail uses.





Activity within the CBD

As defined in this study, the CBD encompasses a small section of the City. While Millbrae offers a wide range of services, its small scale limits opportunities to expand to regional proportions. This limited expansion potential is due in large measure to the predominance of single owner small parcels within the CBD.

Retail Space

Millbrae offers a wide range of economic services to its residents and visitors. Existing ownership and development patterns have favored small retail and office developments in a European village style. This style runs counter to current trends in real estate development emphasizing consolidation and aggregation. Development of the Millbrae Square (retail) and the Continental Savings Building (office/financial/retail) are examples of this recent development trend. Since consolidation within the CBD has been slow and turnover rates have been low, demand for retail space exceeds supply.

According to the San Mateo County Economic Development Association, there are over 4 million square feet of retail space in the North County area within buildings of over 10,000 square feet. Of this, 53,000 square feet is currently available (a vacancy rate of 1.33%). The rental range is from \$1.00 - 2.25 per square foot.

Within the Millbrae CBD area, less than 1% vacancy with competitive rents is estimated, averaging \$1.50/square foot for large tenants and \$2.00 for smaller

individual merchants. Older buildings with older established leases or outright ownership obviously run counter to this trend suggesting the basis for resistance to turnover and an ability to succeed on relatively lower rates of sales. Assessed values range from \$24 to \$29 per square foot within the area, a slightly lower value than in neighboring communities.

Retail Sales Tax Generation

According to Hinderliter De Llama & Associates (HDLA), El Camino Real businesses accounted for 43% of sales tax revenues in the City. Much of this area lies outside the CBD (including such generators as Orchard Supply Hardware and two high volume restaurants). With this in mind, it can be assumed that 50% of this figure represents businesses along El Camino Real within the CBD, or 21% of the City's total sales tax revenue (.43 x .50). HDLA assumes the Broadway area to represent an additional 20% of the total. The figure yields an assumption of 41% of total sales tax revenue generated by the CBD relative to the City as a whole.

Retail Performance

In terms of types of retail establishments within the CBD, Millbrae has above average performance in three areas - restaurants, apparel sales and food stores. In each of these areas, demand tends to draw from neighboring communities. Business and professional services, when measured on a per capita basis, average close to the values of neighboring communities.

Office Space

The Cushman and Wakefield Office Building Survey for December 1989 credits Millbrae with 106,288 square feet of office building space. Of this, they show 20,371 sq. ft. (or 19.2%) to be currently available in the range of \$1.00 to 1.60 / square foot. The overall fraction of available space in the County is calculated to be 16.8% excluding sub-leased space. They do not currently list subleaseable space in Millbrae. Their current reports suggest slow absorption outside of the focal Highway 92/101 corridor with 57% of the new Class A office space (528,315 square feet) being absorbed in nearby Redwood Shores. Constraints to expansion mentioned most often by businesses contacted included access and limited large square footage buildings. Latent demand would appear to average between 5,000 to 10,000 square feet annually. To the extent this demand cannot be accommodated at any period of time (for instance, the spaces available are not the appropriate configuration, parking is too difficult, etc.), it may be actually absorbed in other communities. Thus, it is possible to have unmet demand with existing vacancies for long periods of time.

Some of this demand can be accommodated efficiently with the development of second and third floor office space in conjunction with ground floor retail within the CBD. This will limit demand to firms with a relatively low number of employees but will enhance the overall diversity of the Downtown business community. Encouraging office space development of this nature may exacerbate parking conflicts (especially when viewed against the use of this same space for residents).



EXISTING OFFICE SPACE



EXISTING RETAIL SPACE



NEW OFFICE SPACE

Ultimately the service demands generated by the workforce (who will primarily live outside the City) are less than those from residents. The balance of spending over municipal costs (primarily through the generation of sales tax revenues) is expected to be net positive for the community.

TRENDS

Millbrae's economic performance during the last decade generally followed the trends exhibited by the overall California economy as shown in the log scale below.

Retail sales between 1980 and 1988 show a steady but not impressive growth. Except for the capture of new sales by Orchard Supply Hardware and new restaurants, all of which draw from a greater market area than the immediate City, rates would show a decline in adjusted dollars. Given the regional competition and shopping opportunities, the small overall decline in rate of increase from year to year suggests continuing local support and patronage. Regional customers appear to be primarily drawn to a limited set of new businesses.

Total Retail Sales Trends
State/San Mateo County/Millbrae
in thousands (log scale)

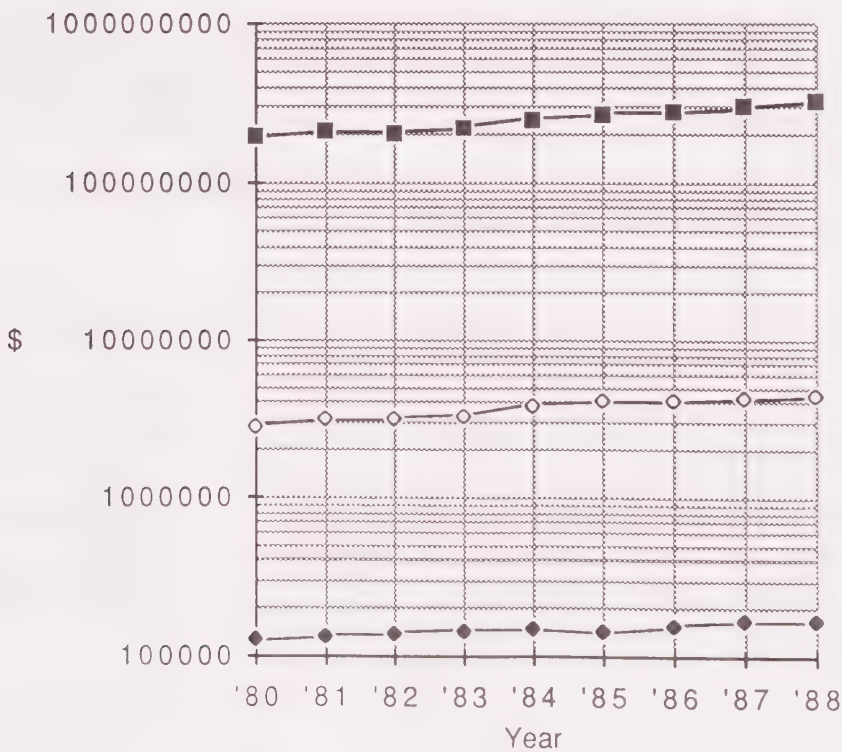


Table 1
Millbrae Retail Sales

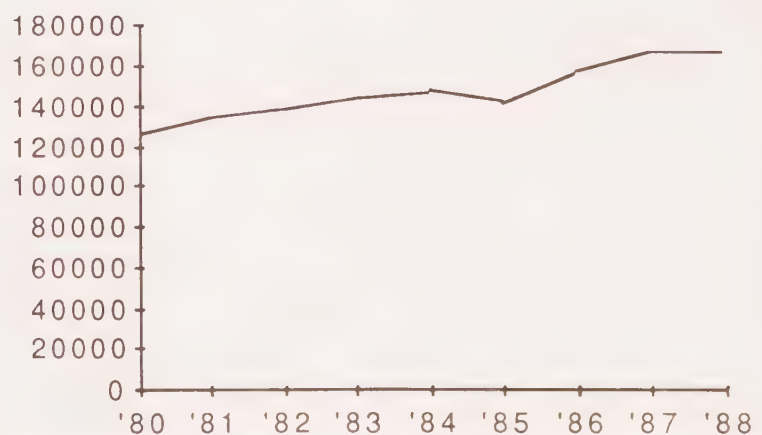
Year >	'80	'81	'82	'83	'84	'85	'86	'87	'88
Category									
Apparel	3149	3077	3131	2903	2667	3057	2872	3204	3516
Food Stores	5640	7483	7573	8238	8242	8696	9363	10391	10070
Packaged Liq.	6255	5878	4986	4456	3852	3700	3184	2671	2246
Eating/Drink	12887	12913	14582	15470	17013	19794	20452	21394	24842
Home Furnish	5571	5982	6242	6753	10196	9655	9736	5371	5507
Bldg Material	4565	4717	3906	4518	5859	6724	12184	13150	12560
Auto Deal/Supp.	14870	12953	10105	10120	9604	9295	9347	9644	9503
Service Stations	9537	10307	8622	10012	10440	11662	9320	8684	9605
Other Services	19485	21971	24113	23084	25568	28048	42486	50208	49654
All Other Outlets	44653	49426	55633	58840	54514	40783	37838	42107	40310
Total Taxable Sales	126.6	134.7	138.8	144.3	147.9	141.4	156.7	166.8	167.8

Sales x 000

Totals x 000,000

(Source: State Board of Equalization)

Total Taxable Sales
Millbrae
in thousands of dollars



ECONOMIC OVERVIEW

Millbrae's CBD is best examined not only in terms of its regional location and performance but its role in satisfying strong local demand as well. Historically, the City has emphasized and patronized small retail outlets and office complexes. The resulting civic pattern has spread and diffused the City core resulting in limited focus within the Central Business District. As a consequence, opportunities to form or obtain consolidated retail or commercial properties are limited, curtailing the ability of developers to provide properties to satisfy current market demand. When taken as a whole, the City retail sales compared to the County appear relatively flat.

Within the current regional market, demand seems to emphasize so-called super stores, providing central access to many retail establishments under one roof ranging from 50,000 to 200,000 square feet. Similarly, the demand for new office space generally dictates a building with 20,000 to 40,000 square feet.

Office development in the region has experienced overbuilding in the past decade with the result that the market continues soft, with longer than normal time to rent up. Office facility demand will continue to grow, however, with communities offering the best access and parking considerations in the most competitive position. Vacancy rates can run as high as 15% for new facilities although absorption is generally complete one year after construction.

RATES OF ABSORPTION

Several categories of retail sales, office space and hotel accommodation can be expected to provide moderate growth opportunities for Millbrae in the future. With City assistance, many of the opportunities can be directed to the CBD. When peripheral areas are taken into account, absorption potential is somewhat higher. It should be noted that demand for residential space remains high as well. Reintroduction of this use in combination with new retail or office space uses will not only balance the use of the CBD, increasing property values, but increase revenues from the increased population base and create a more balanced use of parking space as well.

The CBD encompasses nearly 33 acres exclusive of roads. We assume that a maximum of 10% of this area is currently available for expansion either through vacancy or acquisition and renovation. In order to realistically project growth in the near term, a five-year period of absorption has been chosen. This will minimize the influences of cycles of construction, processing and market activity.

The rates of absorption shown anticipate some limited capture of regional market share by the CBD in concert with the outlined development strategy. Absorption rates were calculated by utilizing an average rate of growth over the past 5 years county-wide (these were not adjusted for inflation and were utilized to provide relative rates of return by category) and comparing the increase to an assumed average sale rate per square foot. (This assumed average rate varied from \$200/sq. ft

for apparel outlets to \$250/sq. ft. for food sales and restaurants). An assumption is that up to 50% of this figure represents opportunities for new growth; that is, the ability of new businesses to start up and capture some of the current sales. Within this figure it has been assumed that the percent of new business available for capture in the central area of the County is approximately 20% when population and spending characteristics are taken into account. All of this cannot be captured by an individual city but can be seen as a pool of available *potential*.

Office Space

This market is relatively saturated. When seen on a regional basis, the opportunity exists to capture an average of approximately 15,000 square feet annually. Absorption within the CBD is anticipated to be slightly less and could average 6,000 to 10,000 square feet annually. This number could be augmented with the addition of a physicians' specialty building or specialty office complex. A potential expansion area for this type of use might be in combination with ground floor retail uses in the block bounded by Victoria and La Cruz. The opportunity exists for some expansion of financial institutions although parking and access will limit this use.

Food Stores

Sales have increased steadily city-wide (retail sales totals are deceptive since the totals only register taxable sales, which account for approximately 20% of total food sales). The vast bulk of sales are concentrated in the Safeway and QFI stores in the Millbrae Square area. Expansion of

facilities can be accommodated but probably only outside the CBD. Potential expansion could include one additional market and one convenience outlet during the next 5 years, but only with the consolidation of property and the removal of existing buildings. The space demand would be approximately 40,000 square feet. Initially the creation of another large outlet would simply diminish current market shares.

Eating and Drinking Establishments

Revenue from eating and drinking establishments has shown a steady increase county-wide with Millbrae capturing an increasing share year to year. One advantage of new establishments is the ability to utilize existing spaces with smaller net square footage, often in the under 1,000 square foot category with limited parking. Diversity in these establishments has paid off for individual businesses. Growth in revenues has been steady, and they continue to draw business from neighboring communities. Using a slightly higher figure for per square foot revenues, overall market potential could allow capture of up to 12,000 square feet annually. Local absorption is actually expected to support 3,000 to 4,000 square feet annual expansion of this use. Some relocation could occur within a small regional center.

General Merchandise

This retail area generally underperforms with regard to neighboring communities in part due to a lack of expansion facilities. Overall demand within the County would support up to 50,000 square feet annually.



The share available for capture by the City could average up to 10,000 square feet annually. Absorption within the CBD will generally be limited to replacement of existing facilities. This use could be accommodated well within small regional facilities.

Apparel Sales

There is a strong regional demand for these type of facilities, although they typically seek out regional locations. Area demand over the next 5 years can be expected to average 30,000 square feet annually. Demand within the CBD should average 3000 to 5000 square feet annually in the absence of a central mall facility.

Home Furnishings

Demand continues to be strong regionally

for this type of merchandise. Facility demand is limited by available building size. Recent declines in revenues from this source reflect a loss of business to neighboring communities along with a county-wide consolidation of ownership. Opportunities in this area fluctuate closely with cycles in the economy. The five year outlook in this category probably does not exceed 20,000 square feet.

Drug Stores and Packaged Liquor Sales

Sales of these goods will continue to increase although overall demand for new space is expected to be somewhat flat. The market is relatively saturated with specialty stores and many of these goods are offered at "superstores" in the area. No expansion opportunities are seen in this area in the next five years.

Summary Chart: Millbrae CBD Absorption Rates

USE	FIVE YEAR POTENTIAL		
Office	30,000 sf.	to	50,000 sf.
Food	3,000 sf.	to	5,000 sf.
Eating & Drinking	15,000 sf.	to	20,000 sf.
General Merchandise	50,000 sf.	to	50,000 sf.
Apparel	15,000 sf.	to	25,000 sf.
Home Furnishings	20,000 sf.	to	20,000 sf.
Drug Stores	0		0
Retail	30,000 sf.	to	30,000 sf.
Building Materials	0		0
TOTAL:	163,000 sf.	to	200,000 sf.

Regional Retail

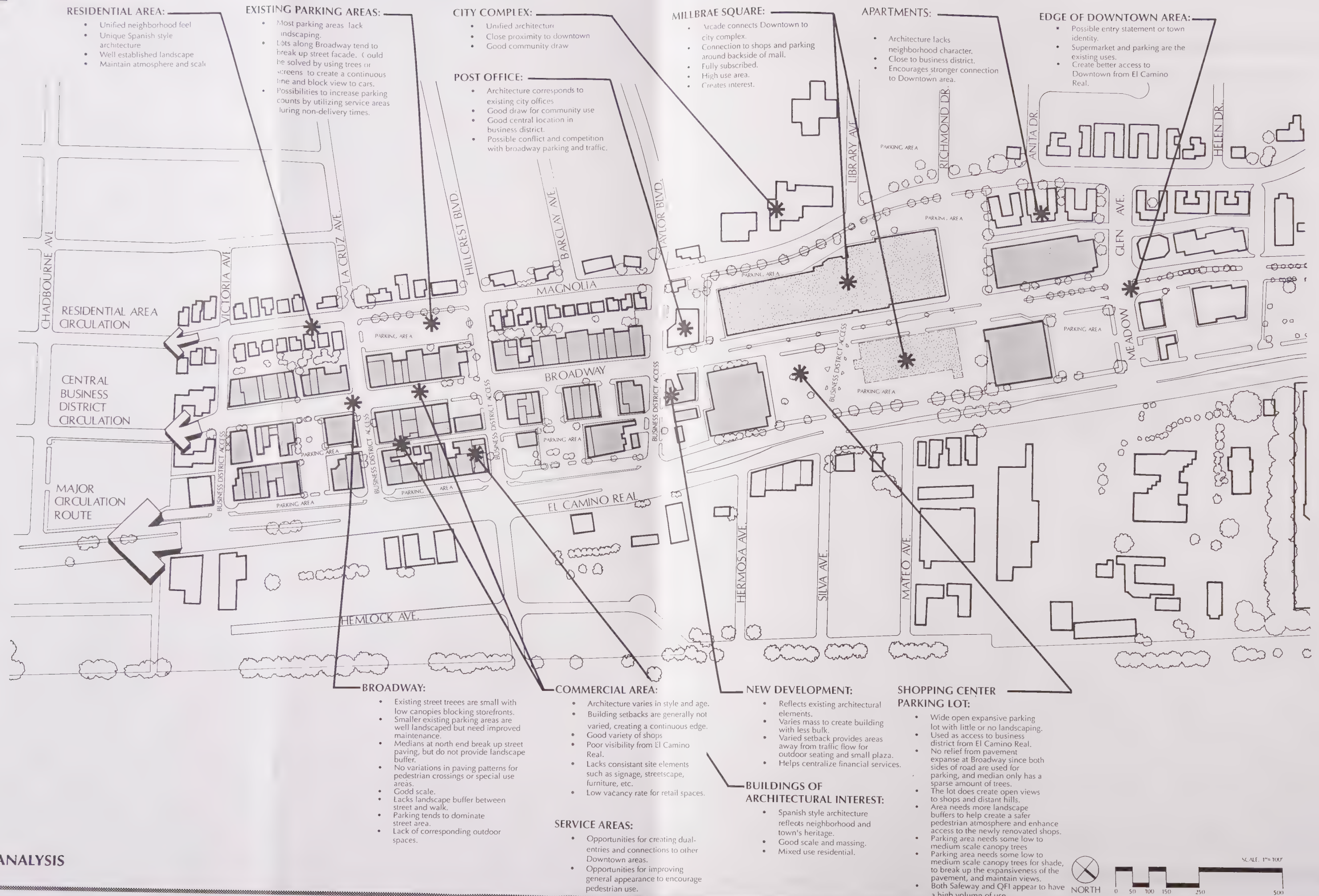
Demand continues to grow for regional facilities such as the Price Club, Home Depot and Costco which typically look for sites of approximately 8 acres. Highly dependent on large blocks of space, overall demand in the region should accommodate 100,000 sq. ft. over the next 5 years with the potential local capture of up to 30,000 square feet in a block if a consolidated site could be made available.

Building Materials

This area has shown dramatic growth in sales recently and reflects steadily growing demand. Much of the demand will be accommodated easily by existing facilities and will be reflected not in new investment but in increased volume of sales for existing units.



EXISTING CONDITIONS



SITE ANALYSIS

VISUAL ASSESSMENT

Millbrae's character has been molded by a number of influences. Its geographic and topographic conditions make the City a desirable location. The hills bordering the western edge of the town provide views of the Bay and Airport as well as create a sense of enclosure to the City.

Architecturally, the City has a diversity of styles from Spanish to very modern. A good example of the Spanish style is the residential area on, and to the west of, San Carlos Avenue. The new development at the corner of Broadway and Taylor exemplifies modern architecture. While the diversity of the Downtown provides interest, it lacks a sense of unity. In general, the City is well maintained and attractive.

Millbrae's Downtown encompasses three principal zones, each with a different character, following the three major north/south streets. Within each zone is a distinct character shift occurring at Taylor Street. The following is a brief description of each zone in terms of its architectural scale and distinguishing features, as well as a listing of its landmarks and significant structures.

El Camino Real

General: From U.S. 101, the southern entrance to Downtown Millbrae occurs at the intersection of El Camino Real and Millbrae Avenue. The steep grade ahead on Millbrae Avenue and dense evergreen planting are indications of the residential area beyond, but the dominant landmarks at this intersection are the Millbrae Theater sign and the three-story



NORTH SECTION OF EL CAMINO REAL



SOUTH SECTION OF EL CAMINO REAL



LANDMARK - QFI SIGN

Flower Lounge Restaurant. Entering from the north on El Camino Real, the land rises slightly and eucalyptus trees dot the sides of the street so that one is subtly aware of the transition into town. The road curves in such a way as to focus attention on the QFI sign, making this sign an important feature. The major landmarks at either end of town are these two streamlined art deco signs, one literally spells out "Millbrae", the other simply attracts attention.

North: North of Taylor Boulevard on El Camino Real, the buildings are proportionately larger in mass than most buildings in downtown Millbrae, and are sited as freestanding objects set in large parking lots. The highway is wide and is flanked by mature eucalyptus trees. This portion of El Camino Real is not intended to have a pedestrian scale; it is automobile oriented. The approved new construction in Millbrae Square opposite Mervyns will continue this character. Currently, the parking lot and Broadway blend together visually from El Camino so that Millbrae Square seems to front on El Camino.

Major landmarks include the QFI sign, eucalyptus trees, and the El Camino Real Bell.

South: The Study Area's southernmost two blocks of El Camino Real have a strong architectural character with a continuous two-story street facade; the buildings being primarily pre-World War II. Most have attractive architectural detailing and many have interesting, older neon signs. However, the variety of sign sizes, colors and materials adds a jumbled feel to these blocks.



SOUTH SECTION OF BROADWAY



NORTH SECTION OF BROADWAY

The Bayview building overwhelms the Downtown scale with its mass and its use of materials, and its height does not relate to the Downtown. The broad frontage road and parking area make the buildings seem smaller than they are. The landscaping is minimal in size and impact, and there are no street signs at cross streets making orientation difficult. The parking is not attractive but is convenient to the shops.

Broadway

General: Broadway is the central north-south street of the Downtown. Because of its pedestrian scale and its being lined on both sides by commercial establishments, it also has the feel of the City's central district. From a design sense, there is no clear beginning to either end of the business district. Turning north from Millbrae Avenue, one curves down a slight hill through two strictly residential blocks before arriving at the commercial downtown. From this vantage point, it is not clear to the observer that Downtown is ahead. In fact, Broadway and the CBD

continue well past the older business district core to Millbrae Square at the north.

North: The north end of Broadway has large scale retail commercial structures. Two large grocery stores (QFI and Safeway) front El Camino and their adjacent parking lots. The dominant complex, Millbrae Square, faces a substantial length of the western side of Broadway between Taylor Boulevard and Meadow Glen Avenue. Most of the structures are single story, but they have high rooflines or parapet walls so they appear to be at least two stories in height. The street itself is broad and has a concrete median with some trees down the center. This newer development has an interesting architectural quality but lacks the pedestrian scale of the older section.

Millbrae Square addresses the sidewalk in an urban manner; however, on-street parking and the large parking lot shared by the two grocery stores create a vast expanse of pavement which is inhospitable to pedestrian traffic. Very few canopy trees



NORTH SECTION OF MAGNOLIA



SOUTH SECTION OF MAGNOLIA

exist on the sidewalk or in the parking areas; thus providing little shade or interest. The parking lot is also used as an entry to Broadway for traffic traveling south on El Camino Real. The proposed building will amend this harsh appearance by creating a second street wall. The crosswalks from the parking lot do not coincide with the new arcade of Millbrae Square due to an existing storm drain catch basin. The Post Office and the new office/retail building opposite act as the transition to the south end of Downtown. They are larger than the average Downtown buildings, but smaller than the majority of those at the north end of Broadway. Both buildings hug the sidewalk in an urban manner.

Landmarks include Millbrae Square, Safeway, the U.S. Post Office and the Continental Bank Building.

South: The southern section of Broadway has a diversity of architecture and a pleasant pedestrian scale created by low (1-3 story) buildings fronting a relatively narrow street, signs oriented to the pedestrian, small scale trees, and the bustle of traffic and adjacent parking. Traffic moves slowly enough that the pedestrian can cross back and forth at will with no feeling of peril. These benefits also create pedestrian problems: the sidewalks are too narrow with no room for trees; the mix of awnings and signs is disorienting to the viewer. The sidewalks lack any type of streetscape or street furniture. The building setbacks tend to be continuous with little variation.

The south portion of Broadway is the core of Downtown Millbrae with one- to two-story retail buildings flanking three blocks of the street. Many of these stores and

restaurants are post-war construction, and many have metal canopies and store-fronts. Some of the earlier buildings have Spanish detailing such as red tile roofs and flat tile wall insets. A few site anomalies exist, such as the supermarket which is set back from the sidewalk, and the residential-style garages on the 400 block, but most of the buildings hold the street facade. The signage generally lacks dimension; flat signs hang under awnings or project over awnings; some signs are painted on the buildings. Signs do not identify the stores clearly enough; there is a mix of color and materials, often with inexpensive construction used as well.

Parking Downtown lacks unity between the north and south ends of the CBD. To the north, cars are mostly parked in lots with some street parking. To the south, cars are mostly on the street. Drivers are not well oriented as to where parking occurs. The lots to the north are seas of pavement; their lack of trees creates a cold, hard appearance. Parking in the older section of Broadway is almost exclusively on-street and takes up a large part of the street while creating a constricted pedestrian area due to the amount of space required of the street right-of-way for the parking. On-street parking also slows and restricts the flow of cars, thus adding to the area's safe feeling mentioned above.

Landmarks include 203, 273 and 265 Broadway which are examples of earlier retail construction with Art Deco detailing. Interesting buildings also exist on Broadway at the southwest corner of La Cruz Avenue, a 1940's Spanish Revival, and the northeast corner of Hillcrest Boulevard, an Art Deco building with a

curved glass block entry.

Magnolia Avenue

General: This is primarily a single family residential street with multi-family housing at both ends of the Study Area. This pattern is interrupted by the Civic Center complex and several parking lots.

North: The Civic Center complex presents the strongest residential character at this end of Magnolia Avenue. Even though it is a large area and includes a large parking lot, its residential flavor is retained through its gabled architectural forms and landscaping. Opposite the Civic Center, Millbrae Square parking connects Broadway and Magnolia. A steep grade change covered with concrete and some street trees separate the road from the shopping center and its parking. This adds to the already large amount of pavement in the area and may present a hazard to pedestrians. Dumpsters can be noted at Millbrae Square from Magnolia Avenue.

International-style (plain, lacking in architectural detail) apartment houses are sited at the northern edge of the study area. The road itself is of moderate size; a hill separates the northern end of Magnolia from the single family housing to the south.

The Civic Center and Millbrae Square are the obvious landmarks.

South: This row of single family residences has a strong presence. The houses are similar in style, height and setback. A long-term parking lot is located in the 300 block. A parking structure is proposed at this site.

As a landmark feature, this entire section of housing has a strong character when considered as a unit. Additional features of interest include the palm tree in the 400 block on the east and the streetlight at the corner of Magnolia and Barclay Avenues.

Transition

General: Two areas do not fall into one of the major zones described above. One area is the alley which parallels, and is between, El Camino and Broadway; another is the series of cross streets perpendicular to the three major avenues.

Alley: This is a narrow service alley. Few businesses have customer entries, most dumpsters are not enclosed. Power poles run down the length of the alley and the pavement is uneven. City parking lots cross these alleys in the 200 and 400 blocks. While access is not encouraged, neither is it discouraged or screened from view. The alley in the 300 block is especially unkempt with no trees, no provision to move dumpsters off the road, and no parking lots. The view down the alley is not broken by trees or areas of interest; it presents too much of a "back door" appearance within the CBD.

Cross Streets: These streets do not have a strong commercial image although they connect downtown with El Camino Real. The sides of commercial structures face these cross streets, and the alleyway breaks up the sidewalk with curb cuts. Views from El Camino cut past the commercial area and up into the residential neighborhoods. Crossing these streets at the frontage road area of El Camino is made difficult by a lack of walk signals.

EXISTING CIRCULATION PATTERNS

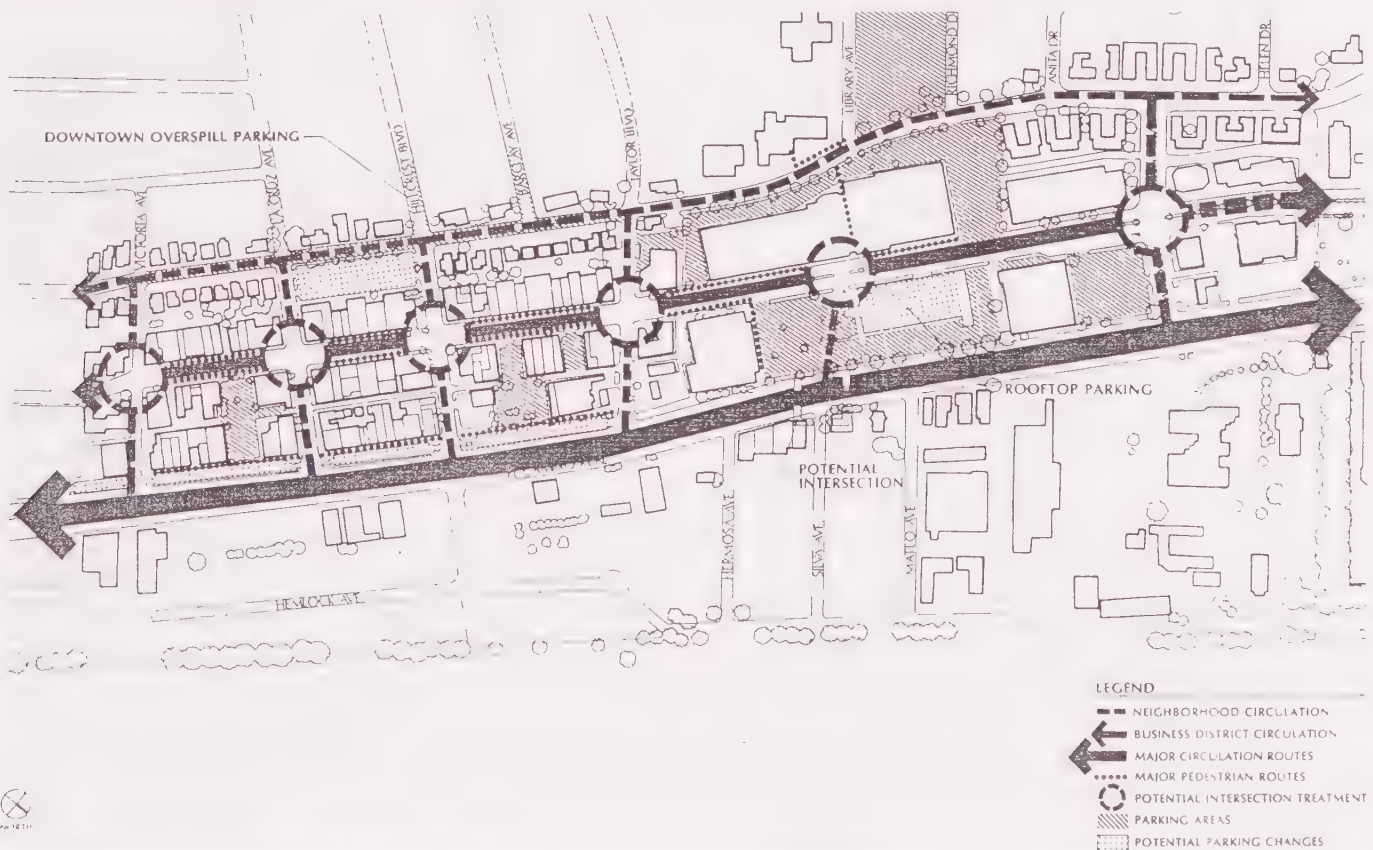
Traffic flow in Downtown Millbrae is provided by three north-south roadways: Broadway, Magnolia Avenue and El Camino Real. Most of the traffic to the Downtown arrives from El Camino. Through the Downtown Area, El Camino Real (State Highway 82) has a traffic volume of over 50,000 vehicles per day. It carries most all of the local through traffic, and does it very efficiently, thereby reducing the through traffic loads on Broadway and Magnolia Avenue. All other streets in the study area are below 10,000 vehicles per day.

Broadway, the principal street serving the Millbrae Downtown, is a two-lane roadway that provides diagonal parking for much of its length. There are stop signs at all major intersections, and there is

considerable pedestrian traffic throughout the Downtown. North of Taylor Boulevard, there is a raised median island and parallel parking on Broadway.

Magnolia Avenue, the western edge of the Downtown, serves as a border between the commercial and residential areas, and serves local neighborhood circulation. It carries more through traffic than Broadway, and serves trips to the City Hall area and to Capuchino High School. It is two-lanes in width and generally has on-street parking.

There are no special problems with traffic congestion or delays on Broadway or Magnolia Avenue, but there is concern with pedestrian safety, pedestrian access to the retail areas, and the safety of vehicle parking maneuvers on Broadway. There are also periods of congestion in the vicinity of the Post Office at Hillcrest



Boulevard. A major concern in the Downtown is the availability and convenience of parking. There is also concern over the overflow into adjacent residential neighborhood streets.

On El Camino Real, the frontage road operation poses some circulation problems with traffic cutting in and out of El Camino Real. The frontage roads on El Camino Real between Victoria Avenue and Taylor Boulevard should be evaluated and possibly changed to improve parking and access in this area.

EVALUATION

Circulation and parking in the Downtown Area appear to be adequate for current needs. The roadway circulation system in Downtown Millbrae does not need major changes or capacity expansion, and there are no adjustments that are recommended as a part of the Downtown Study. However, there are several ways in which traffic and safety could be improved in the Downtown.

The proposed plan assumes that the major entry points from El Camino Real to Downtown Millbrae would be at Hillcrest Boulevard, Silva Avenue and Meadow Glen Avenue. The locations are highlighted on the Circulation Plan, page 30. Each intersection will include a special entry feature. Within the study area, Broadway should be given new emphasis as a pedestrian corridor, without compromising traffic flow and safety.

COMMUNITY ISSUES: WORKSHOP I - PUBLIC FORUM

A public forum was held to allow the citizens of Millbrae to state their desires, concerns and ideas for the development of the CBD. Comments were elicited regarding circulation, parking, economic vitality, design, signage and streetscape. The key areas of concern were as follows:

- Conflict of cars and people on Broadway.
- Congested feeling and lack of parking caused by private garages and storage areas in the 300 block alley.
- Relation of parking areas or spaces to CBD.
- Provision of adequate parking to serve mixed use or residential development in the business area.
- Need for some type of street treatment to encourage pedestrian traffic.
- Need to maintain the existing architectural character and feel of the Downtown Area.
- Need for an identity statement on El Camino Real.
- Maintaining sun on Broadway.
- Need for guidelines for facades, new buildings, signage and awnings.
- Need to see the Downtown from El Camino Real.
- Need to carefully handle the interface between the residential and commercial areas.



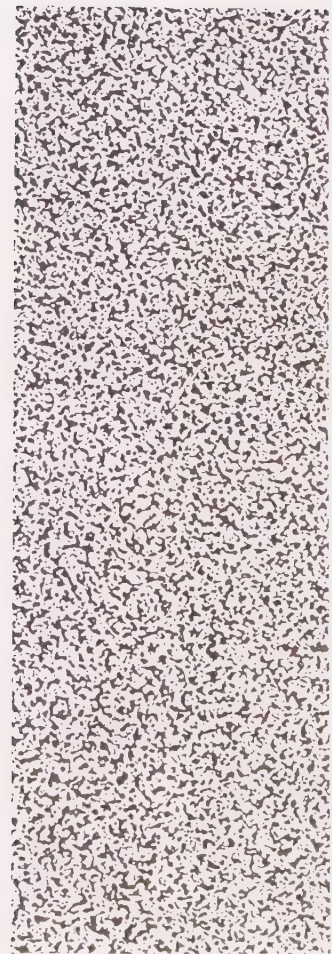
STORAGE AREA IN ALLEY



FACADE ON EL CAMINO REAL



AWNING AND SIGN TREATMENT ON BROADWAY



D O W N T O W N
P L A N

CONCEPTUAL ALTERNATIVES: Workshop II:

The CBD dominates the retail sales base of the City and is very diverse, emphasizing smaller, locally-owned and operated businesses. If the City desires, it can absorb between 32,000 and 40,000 square feet of new commercial space a year over the next 5 years. The addition of commercial space would require adding 80-100 new parking spaces a year; 400-500 new spaces within 5 years. Additional parking would necessitate more efficient use of the Millbrae Square and Library Street lots as well as the possible addition of parking structures close to the south end of the CBD. The following design alternatives present variations of streetscape treatment, intersection design, sidewalk width, signage, circulation and parking while accommodating the new uses envisioned above.

Alternative A

This concept makes the fewest changes in the CBD. Intersections are accented by use of tall Fan Palms (*Washingtonia robusta*) as visual identifiers and special paving. Flowering trees are planted as understory. Broadway is left at its present width and new street trees help define the right-of-way.

At the southern (narrow) end of Broadway, the curb is extended as a 4-foot diameter "bubble" between parking spaces in order to provide tree planting areas further from the existing facades. Trees along the entire length of Broadway through the CBD should be of the same type, preferably a 30'-40' height tree that can be pruned up to allow retail signs to be viewed.

The new, signalled intersection at Silva as



well as at Meadow Glen and Hillcrest are well defined through planting, paving and signage as a major entrances to the CBD.

Magnolia is planted with trees which will provide fall color; Broadway and El Camino Real are enhanced by use of broad-leafed canopy trees.

Alternative B

This second concept relies on good signage along El Camino Real to be the key signal of the CBD and its entries; the use of entry signs and low portals as well as the palms shown in Alternative A is recommended. In addition, it makes some changes to street width and traffic flow. A sign announcing one's entry into Millbrae should be located at City boundaries and a variation of the same design should be used at Silva, Hillcrest

and Meadow Glen, to identify specific entries to the CBD.

All streets are planted with canopy trees, optimally 1-2 species per street with one species being dominant on each street. In addition, flowering trees are used as accents at intersections or key locations.

The access to La Cruz from El Camino Real is closed in order to eliminate the traffic weaving to and from El Camino Real. It is assumed that shoppers along this two block stretch will know their destination and will have no trouble with one less access point. Parking along this frontage is moved from the curbside to the El Camino Real side of the frontage road. Four spaces are gained.

Broadway is narrowed at Millbrae Square in order to give the entire street a scale similar



to that found in the southern portion of the CBD. Angled parking is reintroduced with no net loss of spaces. The resulting wider sidewalks allow a generous tree planting, shade and places for people to sit; the pedestrian crossing at Broadway to the Mall is simplified. Trees are introduced on south Broadway as above with extended curbs between parking.

Both Concepts A and B recommend the placing of dumpsters and trash containers in areas enclosed by a solid fence. In addition, Alternate B creates courtyards and plazas at street crossings. These provide relief to the streetscape on the side (east-west) streets, give people mini-spaces in which to sit, and mitigate the present, somewhat bleak views down the alleys.

An occasional narrow canopy tree such as Eucalyptus can be planted close to the alley walls to break the long view down the alley while not interfering with service traffic. These trees should be protected by placing a bollard on each side of the tree's trunk.

OPTIMUM PLAN

Millbrae's Downtown must convey the image of a place vibrant with activity, easy to find and easy to access. Sufficient parking must be provided and easily found by shoppers, workers and residents of the area. Entries to the CBD must be clearly marked. The present feel of the southern portion of the CBD should be extended where possible.

The Optimum Plan also takes into account the very different scales found in the north and south portions of the Downtown. Throughout the plan, street trees are recommended to provide shade, define paved spaces, and to add interest.

Along the length of Broadway, intersections are emphasized by use of special paving at crosswalks and on sidewalks. Tall palms (*Washingtonia robusta*) are used in clusters at corners to alert people outside the CBD that there is something special happening along Broadway. Flowering trees are used under the palms to provide a lower canopy and interest for the pedestrian.

In addition to the above intersection treatment, canopy trees are recommended along the southern section of Broadway. These will emphasize the pedestrian scale and will be tall enough so their lower branches can be pruned above the height of retail signs.

As the narrow sidewalks along this part of Broadway cannot be widened due to the minimal street width, the plan locates trees as described in Alternate B above, in planting pockets created by extending the curb out between parking spaces or at the front of every fourth angled space.

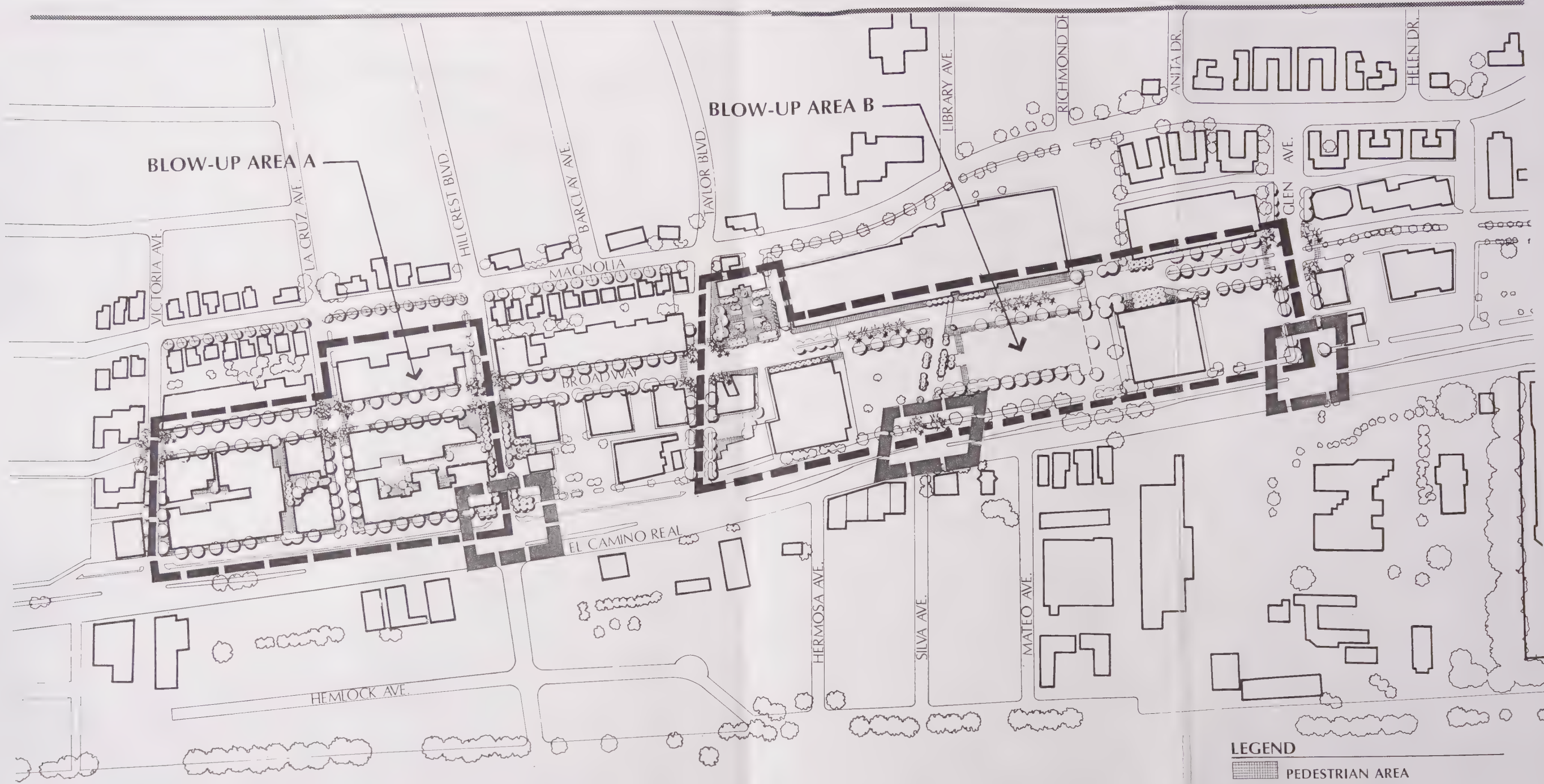
At Broadway's northerly end, tall palms (*W. robusta*) are placed at intersections as above and a more stately species of fan palm (*Washingtonia filifera*) is continued 30 feet on center down the median in front of Millbrae Square. An alternative could be to eliminate the median while widening the sidewalks and planting trees on front office sites. Flowering trees are located to emphasize the entry of the mall.

Access to La Cruz Avenue from El Camino is eliminated in order to remove the presently unsafe weaving traffic patterns resulting from autos entering and leaving the frontage road. Traffic entering the CBD is funneled to Hillcrest, a signalized intersection; La Cruz becoming an internal circulation street. Parallel parking is retained and located on the shop side of the frontage road. The El Camino side of the road is parked at an angle with a net gain of four spaces

At present, the CBD lacks a public space; one that could be used for outdoor events, informal gathering, sitting or eating lunch, as well as more formal concerts or speeches. The plan recommends relocating the distribution function of the existing U. S. Post Office and maintaining a small structure which could house the Post Office counter and public serving functions. The resulting space can be designed to accommodate the functions mentioned above. The new space is centrally located and easily accessible.

The food service now existing at the south end of Millbrae Square can serve the area and could be expanded if the demand is there.

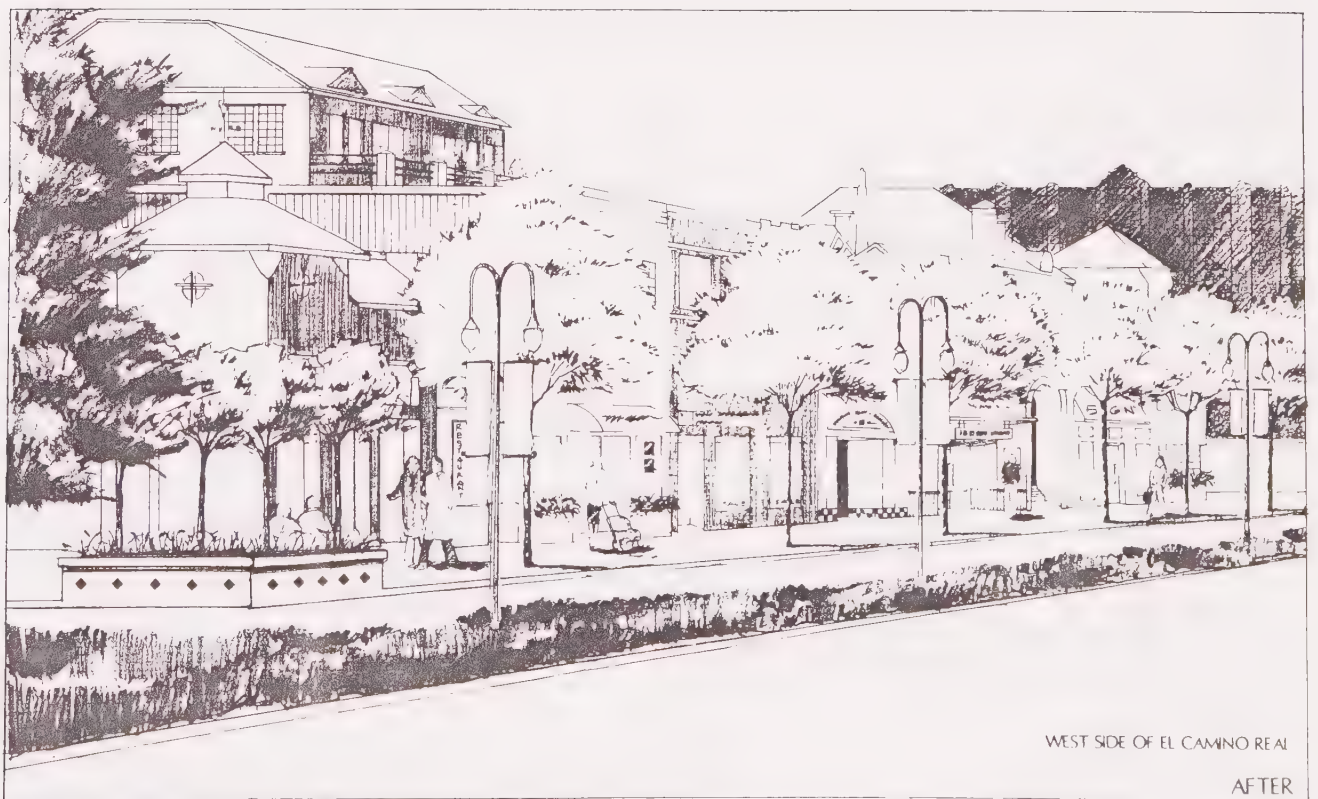
The alleys between Broadway and El Camino need to be redesigned to minimize



LEGEND

- PEDESTRIAN AREA
- PALM TREE - IDENTIFIER
- FLOWERING TREE
- CANOPY TREE
- FALL COLOR ACCENT TREE
- MAJOR REDEVELOPMENT AREA
- MAJOR INTERSECTION W/ENTRY FEATURE







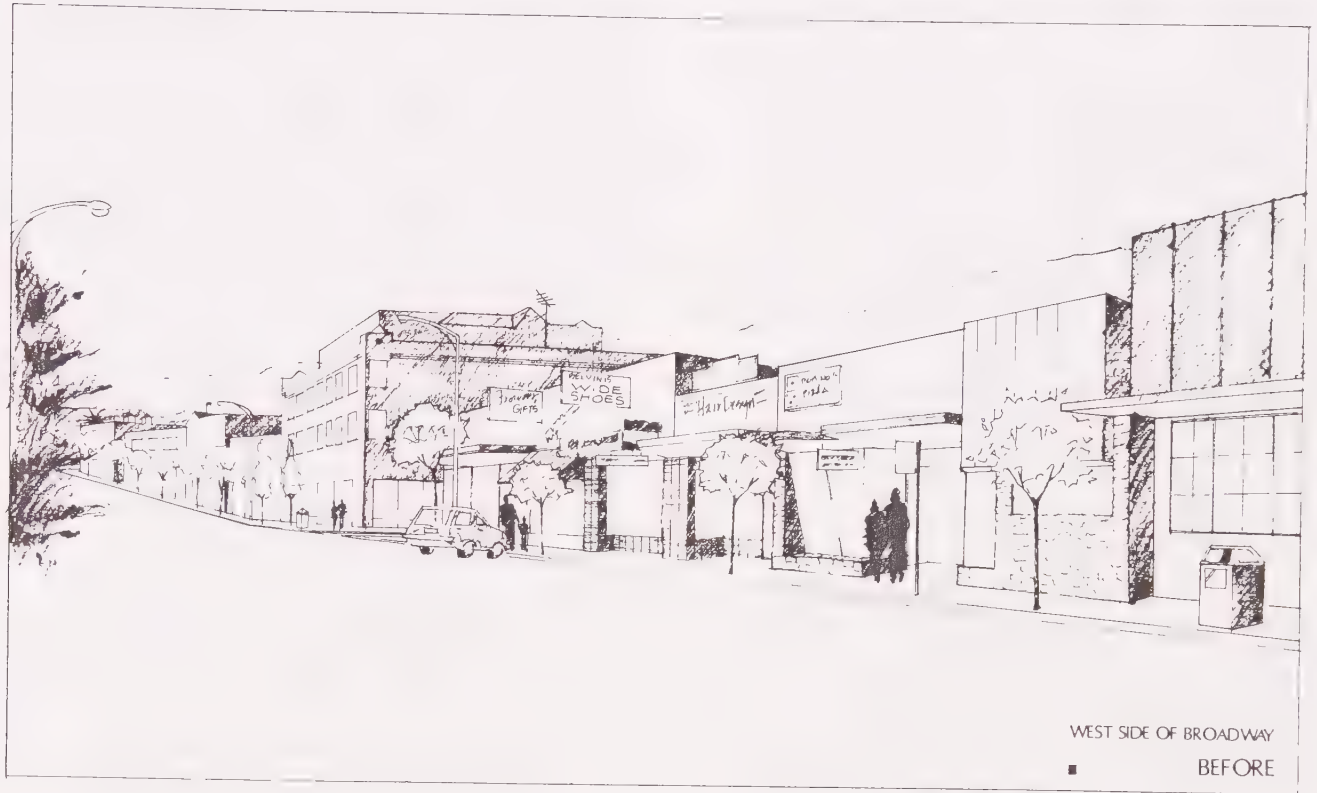
the current visibility of trash containers and appearance of disarray. The existing storage areas in the 300 block should be removed and parking redesigned to keep cars out of the alleys while not losing any spaces. Trash cans should be grouped behind barriers or enclosures and special locations should be designated for dumpsters which are not visible to one looking down the alleys. Where alleys meet the street and where there is sufficient room, mini-plazas with trees and seating can be established; care being taken not to block through traffic. Mini plazas are suggested on the alley just north of La Cruz Avenue and just south of Hillcrest.

Along Magnolia and El Camino Real, streetscape should be standardized (see following sections on street furniture and signing) and canopy street trees should be planted. Magnolia should be emphasized

as a residential scale street and trees should be deciduous with good fall color to add some seasonal interest.

Trees should be canopy trees with a potential height of at least 30-40 feet. They should be planted no more than 25-30 feet apart in tree holes a minimum of 3 feet square, larger if possible.

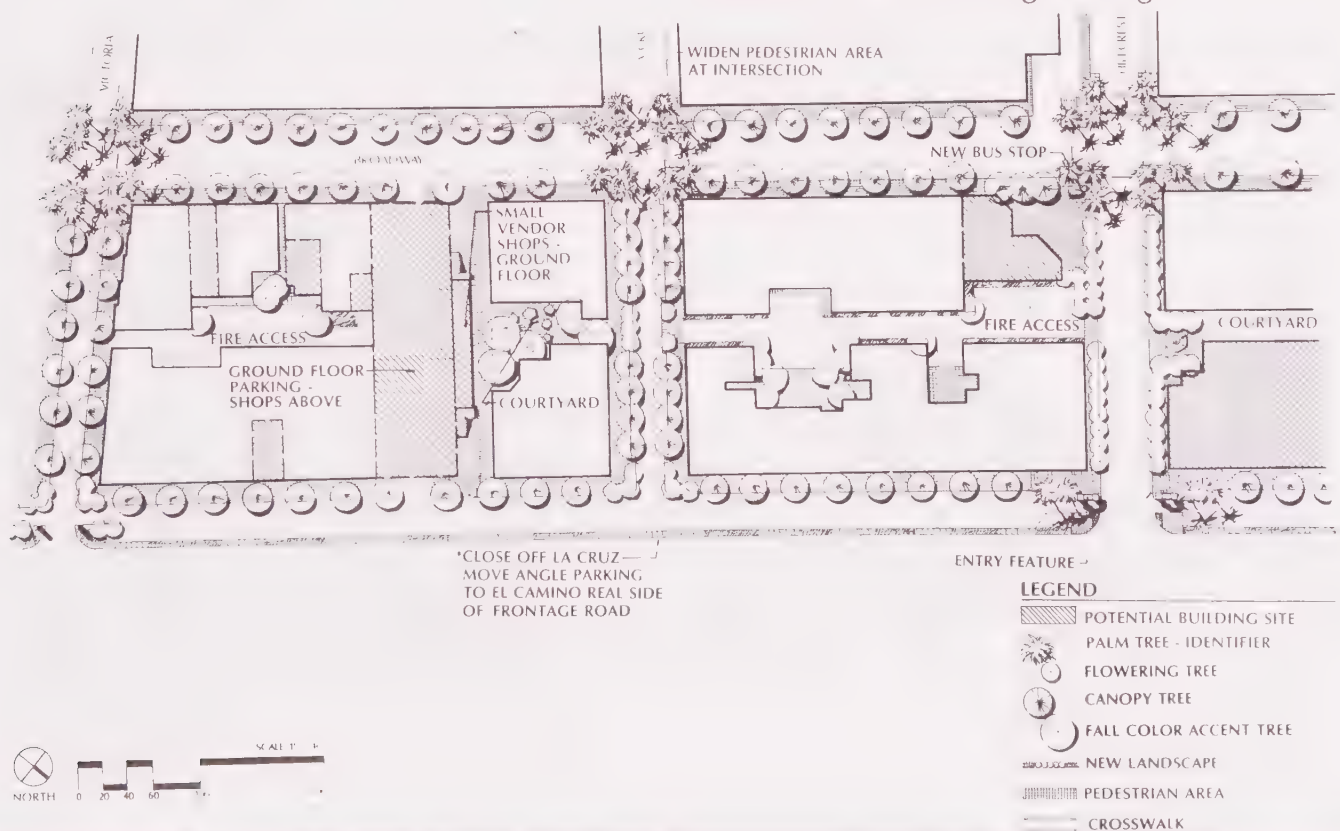
Silva, with its new stoplight location across from the entry to Millbrae Square, should become one of the main entries to the CBD from El Camino (Hillcrest and Meadow Glen are the others). The proposed parking between the Safeway store and Millbrae Square's new building should be designed to create a tree-lined through vehicular way from Silva to Broadway. The crosswalk at Broadway and the extension of Silva should be located to most easily provide access to the mall.



DETAILED PLANS OF KEY AREAS

AREA A

- An opportunity exists to locate a new retail building over the existing parking lot in the 200 block alley. The alley northbound from Victoria would become vehicular access to parking with parking still accessed from Broadway and the El Camino Real service road. A new pedestrian mall would be created to connect Broadway and El Camino Real. The southbound alley from La Cruz Avenue to the new mall would become a small plaza.
- Close access to La Cruz from El Camino.
- Provide a fence or planting to screen alley/ service area entrances.
- Create outdoor seating or plazas with easy access to rear store entrances.
- Require the screening or removal of dumpsters and trash from alleys. In order to increase the buffer between El Camino Real and local traffic; change the orientation of the parking on the frontage road to diagonal parking on the El Camino Real side and parallel parking near the shops.
- Widen sidewalks at intersections, add planters and accent trees to call out special pedestrian areas.
- Introduce a unified street tree planting scheme for the CBD.
- Utilize the 3-foot wide strip to each side of alley roadway for trees or vines on trellises.
- Place new trees in raised, curbed planting areas as is done at grade parking lots.
- Locate primary Entry Feature at Hillcrest and El Camino Real.
- Locate new bus stop and shelter at the corner of Broadway and Hillcrest.
- Develop area at existing 7-11 as potential building site.
- Remove utility poles and wires from alleys.
- City should work with parking lot architects to achieve the best possible pedestrian access to the rear of existing buildings.

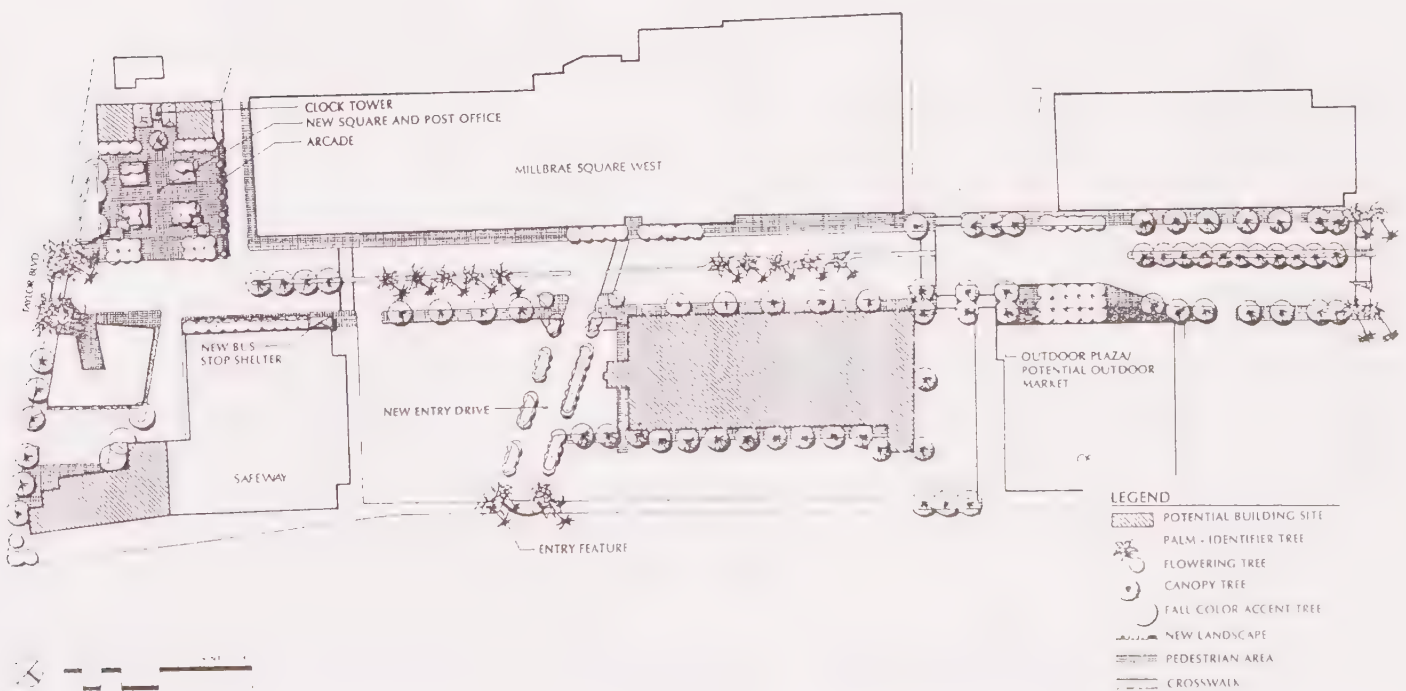


AREA B

- Install new traffic signal at Silva and El Camino Real and locate primary Entry Feature at new intersection.
- Emphasize entrance at Silva with entry statement and palms. The connecting drive between El Camino and Broadway at Silva, which traverses the parking lot, should remain aligned with the property line between Safeway and Millbrae Square. Visually emphasize this entry to the CBD by providing planting islands at the ends of aisles to form a tree-lined access using flowering trees of modest size (25'-40')
- Maintain the present curb locations along Broadway and plant palms (*Washingtonia filifera*) in the median 30 feet on center.
- Create a new plaza at the existing Post Office location. The Post Office's

central location makes it an ideal candidate for a central CBD plaza for lunching, talks and events. The delivery-oriented activities of the Post Office should be moved outside the CBD.

- Create new plaza at the west side of the QFI store to provide a quiet sitting area under a small grove of deciduous shade trees.
- Locate new bus stop at the West side of the Safeway store.
- Widen sidewalks at intersections. Planters with seat height walls plus flowering trees will create small pedestrian seating areas.
- Continue the building edge on El Camino Real by developing the area now used as a gas station as a potential building site with adjacent parking.





The plan includes a number of traffic related features that are integral to the Downtown concept. These include:

- **Changes to the design and location of crosswalks and the channelization treatment at intersections:** North of Taylor Boulevard, the pedestrian character of Broadway would remain the same or be emphasized by widened sidewalks and removal of the median. In this second alternative, pedestrian areas would be widened on Broadway at the intersections with La Cruz Avenue, Hillcrest Drive, Victoria Avenue and Taylor Boulevard. Bus stops on Broadway would be changed, with new amenities to include bus shelters. These items will be designed so as not to impinge on traffic flow, but will help to reduce vehicle speeds on Broadway, and to improve safety for traffic using the diagonal parking spaces.
- **The installation of a new traffic signal at El Camino Real and Silva Avenue:** This will add an additional disruption to the flow of traffic on El Camino Real, but this signal can be interconnected with the others and can be timed to favor through traffic movements on El Camino Real. The addition of a signal at Silva and more prominent entry features into the Downtown Area will provide better access both visually and physically. This plan would include a new street connecting to Broadway that would provide access to the revised parking areas.
- **Closure of La Cruz Avenue to through traffic at El Camino Real, and changes**

in the layout of the frontage roads on El Camino Real: The diagonal parking will be moved to improve pedestrian flow and safety.

- **Enhanced signing for access to the Downtown and to parking facilities:** Directional signing can help to reduce the amount of through traffic on Broadway and the east-west streets, and to minimize circulating trips through the area.

Parking Supply Issues

Future growth will require more parking and easier access to the parking areas in Downtown Millbrae. With future growth in the Downtown Area, parking needs will increase in response to more people using the businesses. The economic study proposes the possibility of an increase in square footage of as much as 200,000 square feet of commercial space. In addition, 40,000 square feet of housing could be located on upper stories. Such uses could share daytime parking for retail and office.

The current parking ratio in the Downtown Study Area is approximately 4.2 spaces per 1,000 square feet of retail and commercial space. This includes both public and private parking areas. If private spaces are not included, the parking ratio would be 2.4 spaces per 1,000 square feet. With this ratio, the overall parking supply generally exceeds demand. While the close-in, most convenient parking is always occupied, the overall supply is adequate.

It is recommended that the parking requirements in conjunction with new

development for Downtown should be for 2.5 spaces per 1,000 square feet of new space. This ratio assumes some mix of office and retail. It is slightly lower than the typical developer-desired ratio of 2.8 to 3 spaces per 1,000 square feet in order to balance the current abundance of spaces Downtown. This recommendation will depend on the mixture of uses that will be developed in the study area. Using this criteria, the amount of new spaces generated by future development will be approximately 500.

Major changes in parking will include a future parking structure on Magnolia between La Cruz Avenue and Hillcrest Boulevard. This is the site of an existing parking lot. In the area of Silva Avenue, the parking will be revised and improved.



One of the goals of this study (see also page 4) is to establish design criteria for new development and for the upgrading of existing conditions which build upon the Downtown's existing neighborhood character.

The following section recommends various elements that can be used in the Downtown area to create the type of character well suited for the ongoing vitality of the business district.

These recommendations encompass; signage; architectural elements; colors; streetscape; street furniture; facade treatments; setbacks; and massing. Used together, these elements will create a unifying factor for the downtown area, giving it a well defined identity and updating the character and image of the Central Business District.

STREET LIGHTING

Existing lighting functions adequately but is of poor aesthetic quality. The introduction of some historic light features (now in use on the residential portion of Taylor Boulevard) will be more in line with the pedestrian scale of the downtown and will also lend a tie to the past.

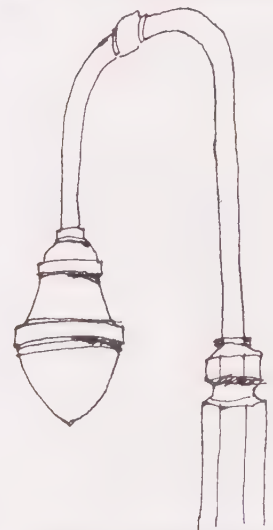
These lights will also be used as standards for banners or flags which announce special events such as the Annual Arts and Wine Festival or a Farmers Market.

The street lights are made of steel which is treated with a special coating to protect them from rust. They are durable and stand up well to weather and people.

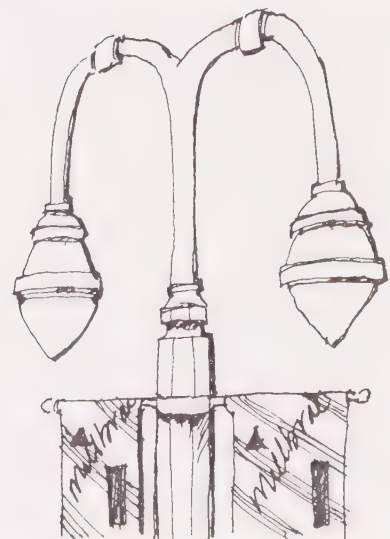
For Magnolia, a simple straight standard will be used. Broadway will have a light standard with a single curved top resembling the shepherds crook used on the El Camino Real historic markers. These lights will include a bar to be used to display banners. Finally the El Camino Real light will have a double curved top with room for two banners to make them more visible and in scale with the size of the street.



LIGHT STANDARD-MAGNOLIA



LIGHT STANDARD-BROADWAY



LIGHT STANDARD-EL CAMINO REAL

ENTRY FEATURES

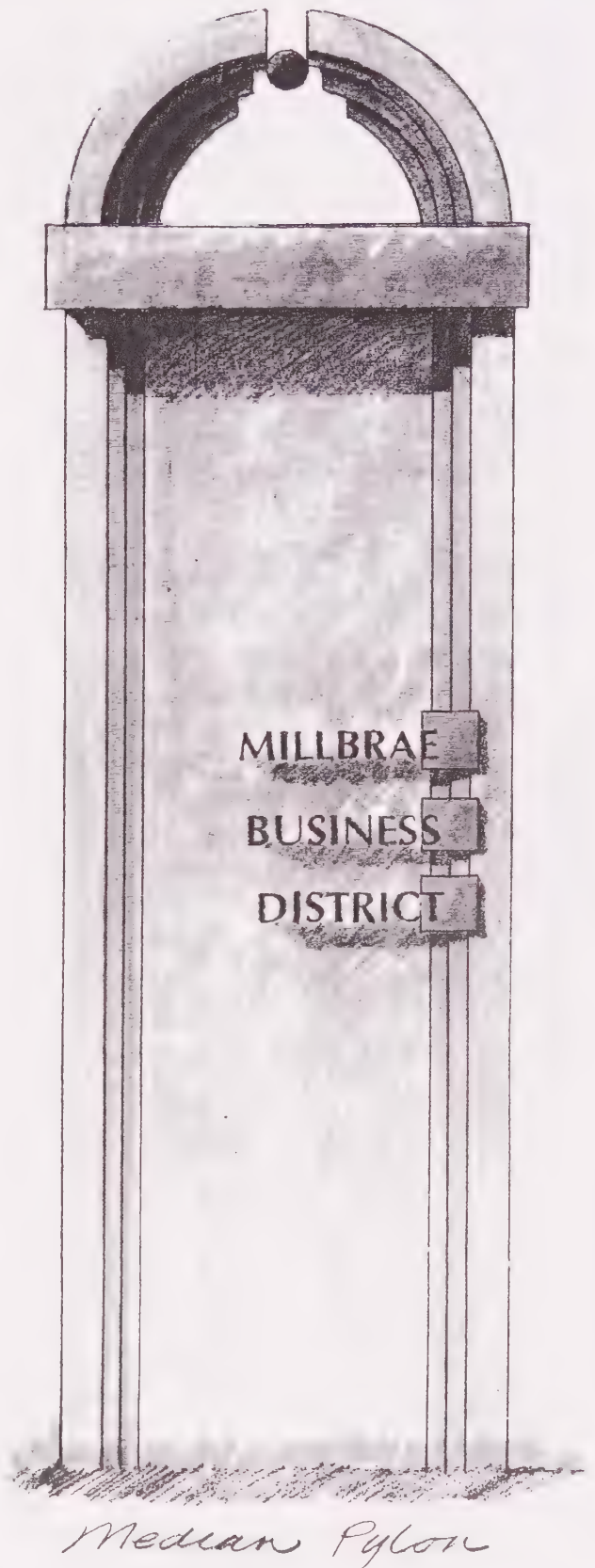
Three types of Entry Features are recommended. They are developed in a heirarchial manner to correspond with their location relative to the CBD. The design of these features should be compatible with CBD character.

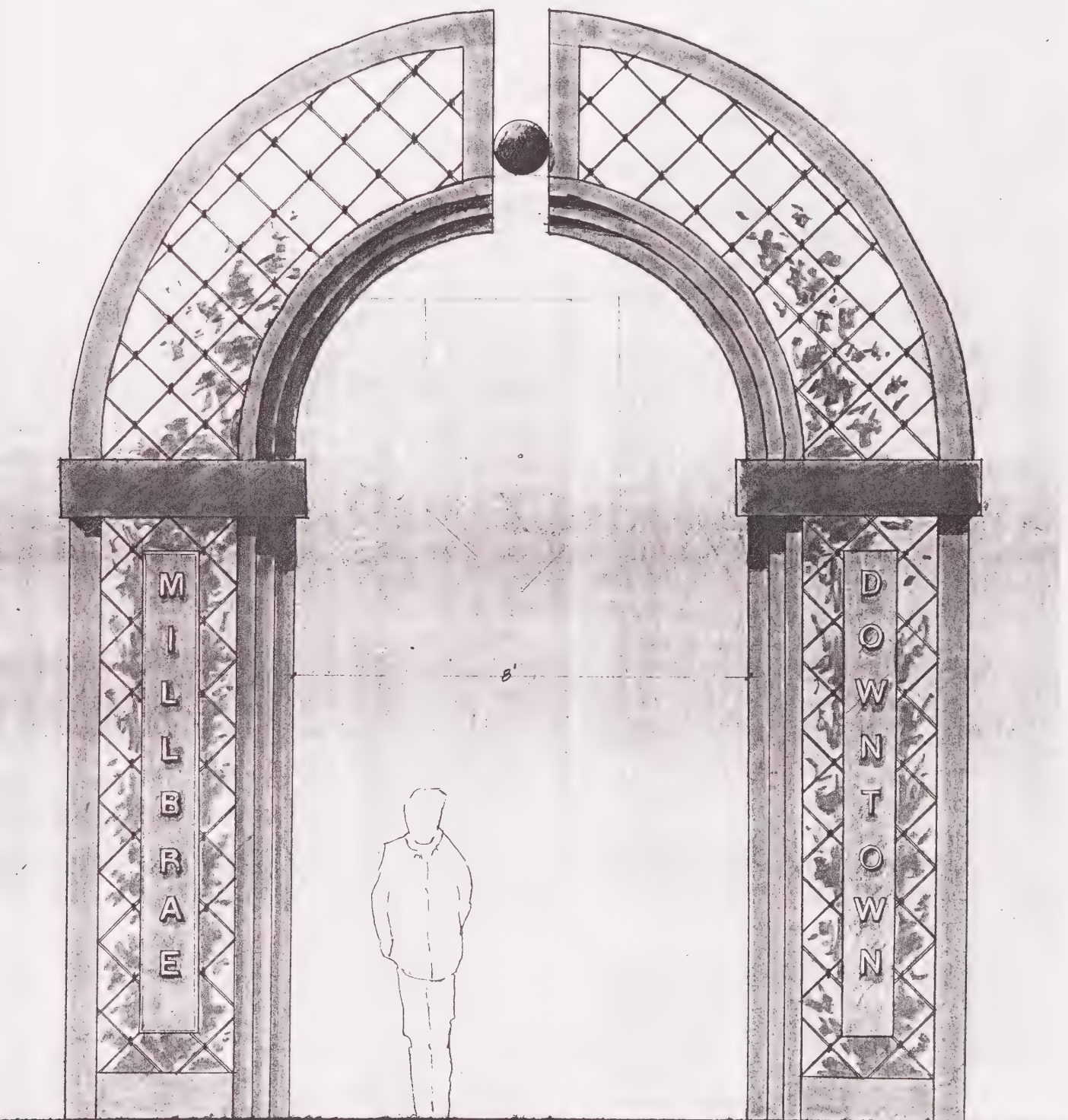
The first type of Feature, a median pylon, will be located on El Camino Real and will act as a major identifier for the entire City. This feature is large and highly visible utilizing a simple recognizable form as well as a written statement. The material used will be cast concrete having the same color and form as the gateway feature.

The second type of feature, the gateway entry, which uses the same materials but is somewhat smaller in size will be located at the three major points of entry to the CBD: Hillcrest, Silva, and Meadow Glen. These three elements will directly identify the CBD and are located near or on the corner of El Camino Real to provide the maximum amount of visibility.

The third type of feature will be located at secondary entries into the CBD such as at Victoria and Taylor. This feature will be a pylon smaller in scale than the one used in the El Camino Real median and of the same materials and colors. It will say "Millbrae Downtown" to announce the CBD.

By repeating the material and image of the entry features, a sense of unity and rhythm will be established for the passing motorist. This will create a positive and memorable image, one that will draw people back for a second look.





Gateway Entry on El Camino

HISTORIC ELEMENTS

The stylistic influences in Downtown Millbrae are primarily limited to the Art Deco and the Spanish Colonial Revival. Examples of both of these styles may be found on Broadway as well as El Camino Real.

The Spanish Colonial Revival is marked by the use of clay tile roofs, stucco walls with timber detailing (particularly on the roof eaves), arched window and door openings, turned wood balustrades, glazed tile inset panels, and metal grill work. The predominant colors are terra cotta and a natural tone of white or beige.

The block of El Camino Real between La Cruz and Hillcrest contains several fine examples of this type, particularly the northwest corner of El Camino and La Cruz. This influence is also seen in the residential sections along Magnolia, as well as on some of the pre-World War II structures. Even the contemporary buildings along Broadway use similar materials and colors.

The second stylistic influence to be found in the Downtown Study Area is that of Art Deco. This can be seen in the use of rounded or porthole openings, curved glass block entries, and in the banded stream-lined look of the stucco facades. There is an especially fine example of this type in the glass block entry located at One Hillcrest at the southwest corner of Hillcrest and El Camino.

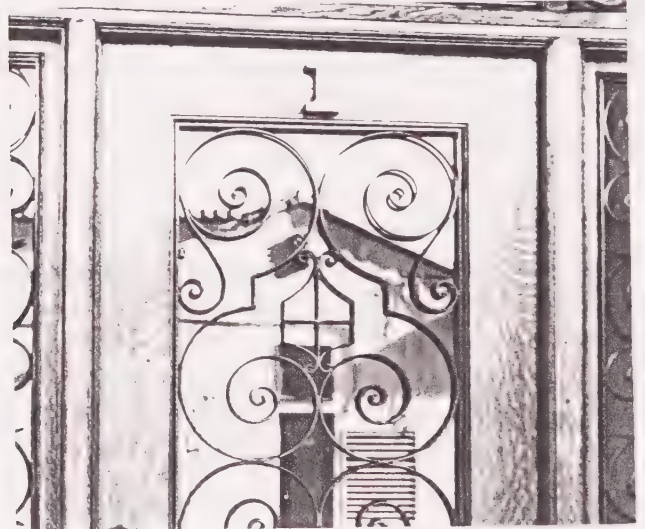
Though some Art Deco and Spanish influences are found along Broadway, simple pre-war commercial architecture predominates. This has little stylistic

influence, and is typified by the use of flat metal canopies over metal framed storefront windows, and flat unadorned parapets.

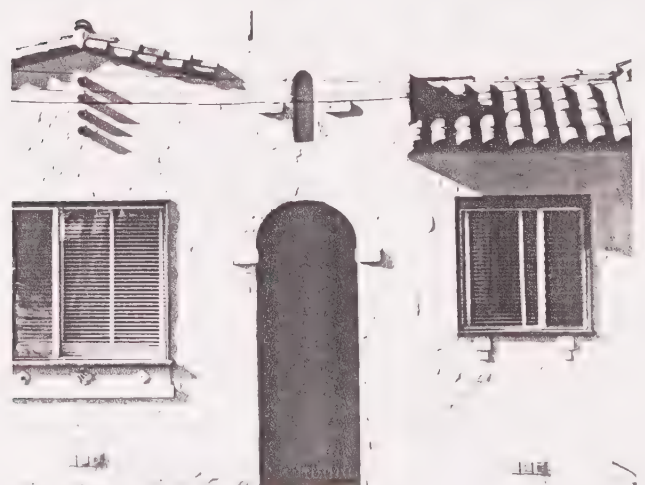
Proposed architectural elements in the Downtown Study have been chosen for their compatibility with the prevailing styles. The simple forms of the wall seating and the street signage bear witness to the Art Deco influence, while the curvilinear forms of the benches and trash receptacles are compatible with all three forms without overtly suggesting any of them.



ARCHITECTURAL ELEMENT



ARCHITECTURAL ELEMENT



ARCHITECTURAL ELEMENT

PUBLIC AREA LANDSCAPING

The introduction of several small civic plazas will create the opportunity to show-case special events and provide space for noontime activities or outdoor vendors.

The first of these plazas is located at the post office on the corner of Taylor and Broadway. This was considered to be the heart of the Downtown area as well as the separation point between the older section of Broadway and the newly renovated one. It is a classic urban plaza set on axis with the building and providing plenty of open area, seating and shade. The plaza contains planters raised to seat height and a fountain.

The second area is found on the west side of the QFI store and is created to function as a plaza for daily use and for such events as an outdoor market or small art exhibit. A bosque of canopy trees shades a grouping of benches. To mitigate traffic noise a wall scone fountain is possible adding the sound of water,

Finally the alley on the south side of La Cruz is an excellent spot for a protected plaza adjacent to the shopping and restaurants on the Southern section of Broadway. It is arranged informally and has a large grouping of canopy trees providing shade in the summer as well as fall color and sun access in the winter.

Further, the use of specific plant materials will unify the Downtown Area. Street trees provide shade and soften the harsh edges of the street and create a character and continuity for the area. Whenever possible, a single species or two species with one dominant should be chosen for each street.

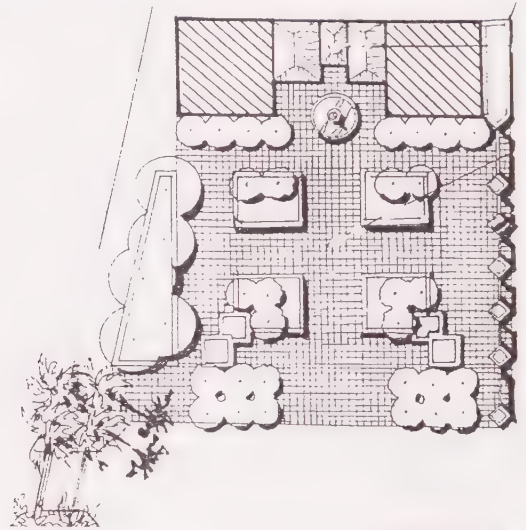
Trees are also used as identifiers for entrances or special areas such as Plazas and corner crossings. If Fan Palms (*Washingtonia rubusta*) are used as Downtown identifiers at intersections, smaller flowering trees should be used under the palms to give pedestrian scale to the street.

The following list represents the City of Millbrae's appropriate street trees as adopted by City Resolution.

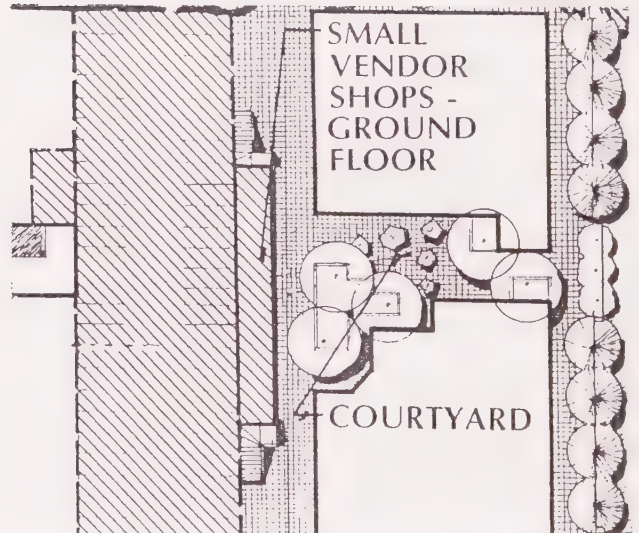
<i>Pyrus kawakamii</i>	Evergreen Pear
<i>Ceratonia siliqua</i> (male)	Carob
<i>Platanus acerifolia</i>	London Plane
<i>Tristania conferta</i>	Brisbane Box
<i>Photinia fraseri</i>	Fraser Photinia
<i>Liquidambar styraciflua</i>	Sweet Gum
<i>Pittosporum undulatum</i>	Victorian Box
<i>Ginkgo biloba</i> (male)	Maidenhair Tree
<i>Tilia euchlora</i>	Redmond Linden
<i>Eucalyptus ficifolia</i>	Red Flowering Gum
<i>Metrosideros excelsus</i>	New Zealand Christmas Tree
<i>Pistacia chinensis</i>	Chinese Pistache

Additional trees recommended in this plan are:

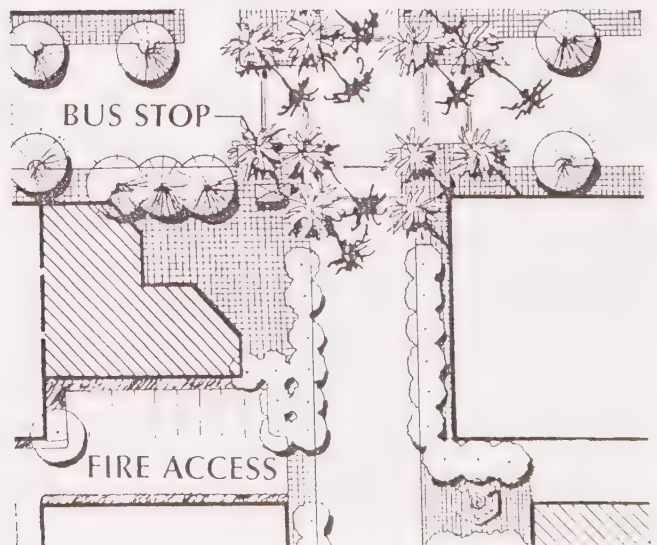
<i>Washingtonia filifera</i>	Calif. Fan Palm
<i>Washingtonia robusta</i>	Mex. Fan Palm



PLAZA DETAIL



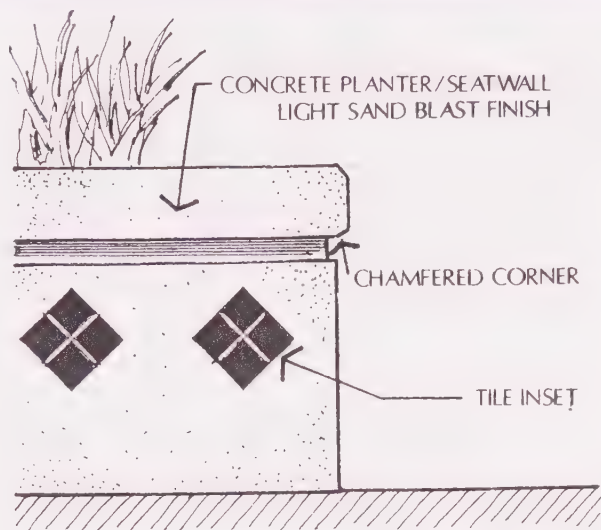
PLAZA DETAIL



PLAZA DETAIL

SIDEWALK AND INTERSECTION PAVING

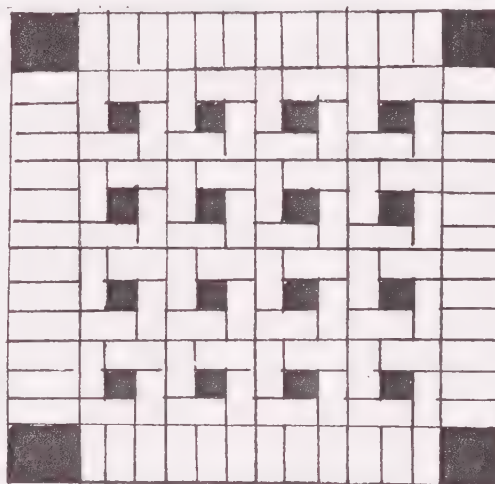
Certain areas of the Downtown are proposed as special pedestrian zones. These include sidewalks and crosswalks at intersections, mini-plazas related to the alley and QFI, and the new Post Office Plaza. Materials should be non-slip pavers set on a concrete base. Interlocking pavers or a two-tone arrangement of brick pavers are appropriate for this use. Colors should be earth tone to match the new entry signs and arches.



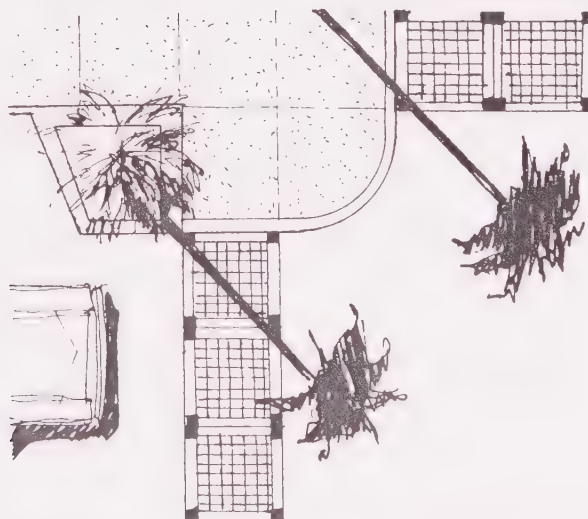
RAISED PLANTER DETAIL

RAISED PLANTERS

Planters are used at bus stops and plazas. They should be of concrete, either natural concrete or colored in a warm tan or warm grey. They should be 18" height (seat height) with a wide enough cap (12" - 16") to allow sitting. A tile band 4" - 6" wide just below the seat will add interest. An alternative use of tile would be to inset square tiles in a regular pattern as a band of squares of diamonds into the concrete.



PAVING DETAIL



INTERSECTION DETAIL

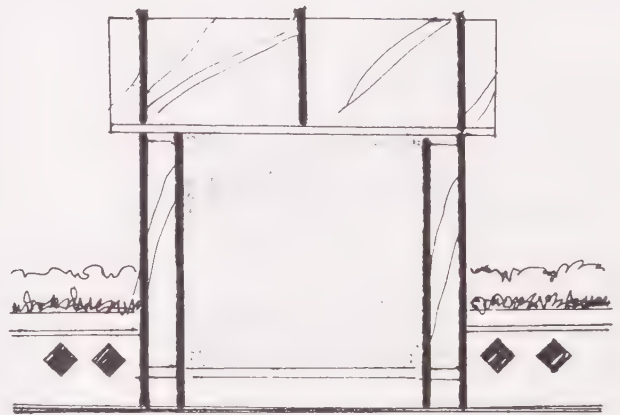
STREET FURNITURE

Along with landscaping, street furniture is an important element in the process of "place-making" for urban areas. Their significance arises from their pedestrian scale and the fact that they are usually in direct contact with people in either sheltering or support capacities. This report recommends a number of readily available manufactured items. Their designs favor an open, curvilinear style that is compatible with both the deco-influenced street signage and the "shepherd's crook" street lighting.

Bench: Without belonging to any particular style, the Bowery seating system by Canterbury International was chosen for the elegance of its sweeping metal curves, comfort and stylistic compatibility to the other proposed and existing street elements.

Trash Container: In a similar manner, the Victor Stanley, Inc. trash container Model S-42 uses curvilinear metal bands in a vertical pattern held together by two bands of metal at base and upper portion. This container is functional and compatible with the metal benches proposed above.

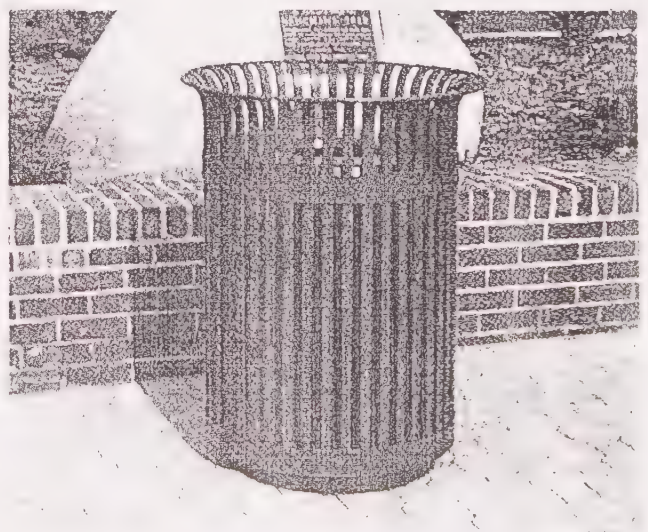
Bus Stop: Also a prefabricated model (Urban Systems Streetscape, Inc., Model S56-2M) the bustop incorporates the same materials and style as the other elements. By incorporating seat walls, the bus stop will appear to be an integral part of the unique elements of the Central Business District.



BUS STOP



BENCH



TRASH CONTAINER

PUBLIC AREA GRAPHICS

The types and sizes of signs found in the Study Area reflect the districts in which they are found.

El Camino Real

Along El Camino Real the signs are very large and are primarily of the pole or fin type, internally illuminated, and designed to be seen from cars traveling along the boulevard. Very little is provided at the pedestrian scale; in some cases there is no signage at all at the sidewalk level, making shopping for the pedestrian a confusing experience. In some instances one needs to go out into the street in order to find the address for some businesses.

Typically, two levels of signage should be developed. One is to be legible by someone in a vehicle traveling at 20 to 35 miles per hour. These large, auto-oriented signs should be carefully located to complement the design of the building in type style and size, all clearly legible from a moving vehicle. A second level of signage should be developed to be read at the pedestrian level. When used together, they should be of compatible color and type style. In particular, street numbers should be readable by both street and foot traffic. Existing signage ordinances should be strengthened so that use of signage on adjacent buildings will work together in a responsive way.

Broadway

On Broadway, a jumble of disparate elements is created with the use of applied flat and rear illuminated wall signs,

graphics on display windows, projecting and parapet mounted signs, as well as those applied to the edges of building canopies. However, the signage here is responsive to the smaller buildings and street scale found along Broadway, and is sensitive to traffic at the pedestrian level. Again, encouragement in the form of strengthened signage ordinances should be provided so that the graphic elements along Broadway will work in a coherent manner.

In particular, signs utilizing the wall area above the building canopies in the one story buildings along Broadway should be of compatible materials and heights, and should be located within a similar range so that the jumbled feel is reduced. Projecting signs also should be regulated so that consistent height and size is maintained. Here auto-oriented signage need not be as large in overall size or lettering type as along El Camino due to reduced street size and traffic speeds.

Magnolia

Magnolia's residential scale leaves little necessity for signage. If signage is required, it should be small in scale, consistent with the residential context of the surrounding neighborhood.

Permitted Sign Types

The following sign types are permitted in the Downtown Millbrae Project area.

Applied and Painted Signs: These signs may be oriented towards either the auto or the pedestrian. Applied signs are mounted directly onto the face of a building, the sign surface usually parallel to the surface of the

building. Painted signs are similar, except that they are painted directly onto the surface of the building. Garish tones such as "Day-glo" colors and the like should be avoided.

Hanging and Projecting Signs: Projecting signs may be used either in auto or pedestrian-oriented capacities while hanging signs are generally more appropriate in a pedestrian context. Both extend perpendicularly from the building face and should contain lettering on no more than two opposite sides.

Awning and Canopy Valence: Pedestrian-oriented signage may be used on the awning valence or on the edges of metal canopies. The size and materials used should be compatible with the materials on which they are applied.

Street Signs: Street signs should have a deco-style feel in shape and in lettering style responding to the deco influence of the QFI and Millbrae Theater signs.



HANGING SIGN



CANOPY SIGN



STREET SIGN

BUILDING MASSING

The existing location, height and shapes of CBD buildings were studied to ascertain the possible impact of the proposed addition of 240,000 square feet of new growth over the next 5 years. In general, it was found that the study area could easily handle the projected growth.

The massing plan resulting from this study remains sensitive to the existing fabric and to natural factors such as sun and shading. The orientation to predominantly two and three story buildings along El Camino is continued, with the remaining one story lots built up by one or two stories. Presently vacant lots are utilized, (sometimes with the demolition of adjacent buildings) as mixed use structures with parking either below grade or on the first floor.

On Broadway, the trend towards newer, two story buildings in the block between La Cruz and Victoria is encouraged with the addition of a second story on all the remaining lots. Further south, however, the block's predominantly one story nature was allowed to remain on the west side of the street, both so as not to impact on the residential neighborhoods at its rear, and so as not to block the east side of Broadway from the afternoon sun. However, between La Cruz and Hillcrest in front of the proposed three story parking garage, two stories of residential use, opening onto a roof deck which overlooks the shopping strip, were added onto the present one story of retail below.

The utilization of the alleyways is encouraged in the Downtown Study Area. However, heights of buildings should be regulated to maintain as much sun as possible on the new pedestrian squares located on these alleys and on patios of dining establishments situated on the first and second floors.

On the eastern side of Broadway, the block is allowed to build up to the second story height, except where the rear of the buildings pull back from the alley. This is done so as not to block the sun on the second floor of the office buildings fronting onto El Camino.

Assumptions Regarding The Massing Plan

The demand for commercial space is projected over a five year period and the average square foot requirement was assumed for each year. While residential demand was not measured, the addition of residential units in the upper floors of Downtown's retail buildings would add activity to the CBD.

<u>Space</u>	<u>Sq. Ft. Annually</u>	<u>Total</u>
Apparel Retail	5,000	25,000
General Retail		
Sales	10,000	50,000
Eating/Drinking		
Establishments	4,000	20,000
Other Retail	11,000	55,000
Office Space	10,000	50,000
Residential	8,000	<u>40,000</u>
Total		240,000 sf

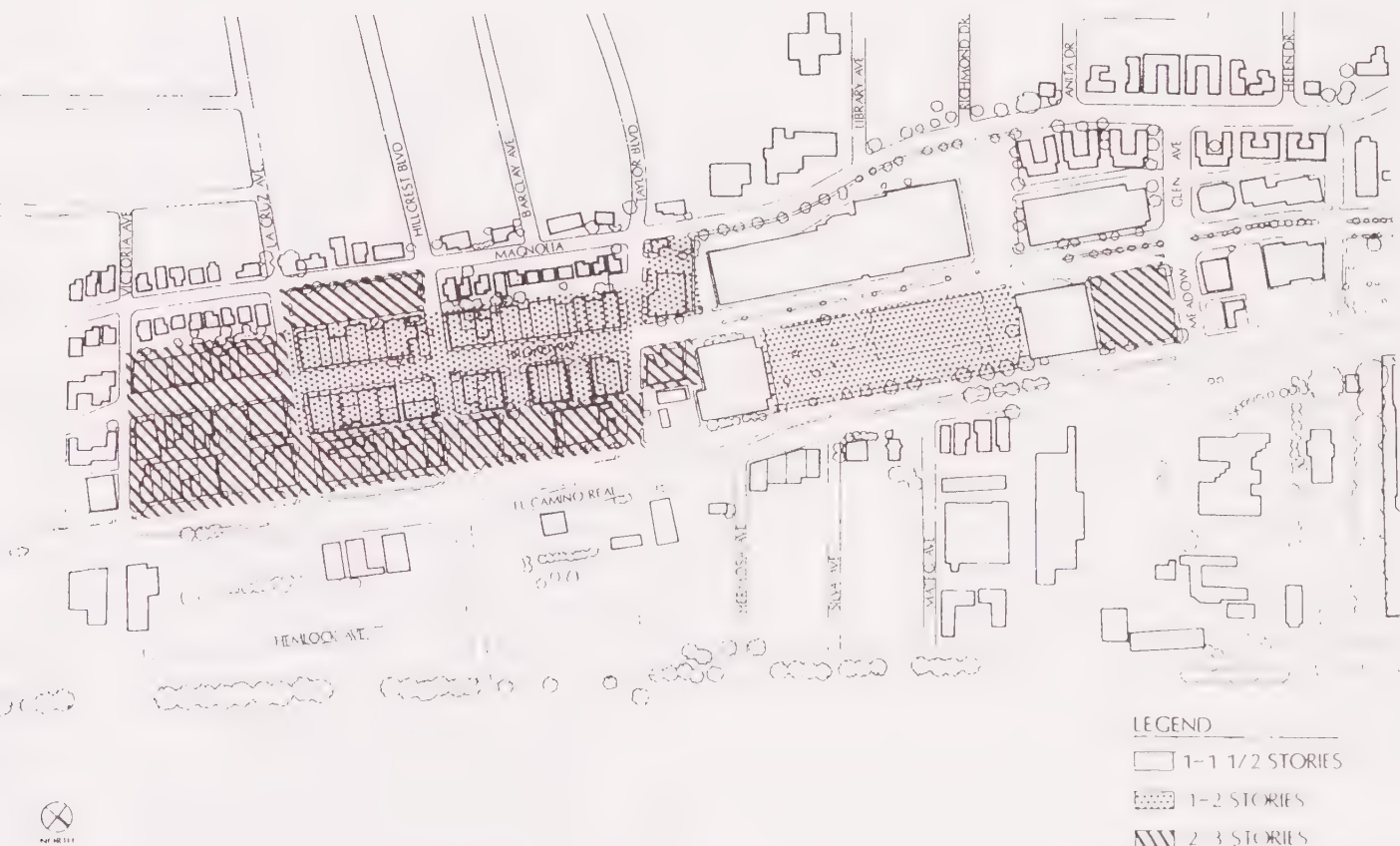
Summary of proposed new construction by story height:

Ground Floor	70,000 sq. ft.
Second Floor	139,000 sq. ft.
Third Floor	<u>31,000 sq. ft.</u>
Total	240,000 sq. ft.

Retail uses and eating/drinking establishments will be located on the ground level whenever possible. Office uses for this Plan are as follows: 85% on second floor, 15% on third floor.

In addition, 80,000 sq. ft. of parking are provided in three structures scattered throughout the project area. One large structure is located on the southern half of the block bounded by La Cruz and Hillcrest on Magnolia. Two others will be located off El Camino; one in the block between Victoria and La Cruz, and another between Hillcrest and Taylor. Overflow parking can be accommodated next to City Hall at Magnolia and Library.

PROPOSED BUILDING MASSING





MATERIALS

Introduction

The individual buildings in the Downtown exhibit various unifying stylistic influences, a quality which can be seen in the use of materials. Since, due to the chronology of development, buildings that have common stylistic influences and materials tend to cluster together, new construction or remodelling must be undertaken with the utmost sensitivity so as not to compromise the overall design of any particular building or the stylistic flavor of the area in which it resides. For the individual characteristics of the respective stylistic zones in the Downtown Study Area, please see the Visual Assessment section of this document.

Recommendations for New Construction and Materials Preservation

In general, original materials should be retained wherever possible. If repairs are necessary, exterior materials such as brick, stucco, tile, metal and glass should be restored to their original appearance. If new materials are to be employed, they should be limited to those which match the original texture, color and design of the original in order to maintain the overall flavor of the area. In all building styles now found in the Downtown, the use of stucco has been the material of choice for exterior treatments, and should continue to be the principal material selected for new construction.

Although some latitude in the use of materials can be given in the newer areas from Taylor to Meadow Glen, the older

areas along Broadway and El Camino Real should retain as many of their stylistic elements as possible. The same can be said for the area along Broadway from La Cruz to Victoria where the stucco two- and three-story residential structures step back from the roadway creating landscaped areas in marked contrast to the commercial flavor to the north. In a similar manner, the residential scale and flavor of Magnolia should also be maintained; any remodelling should be sensitive to the existing materials, predominantly stucco exteriors with either clay tile or asphalt shingle roofs.

Specifically, remove, wherever possible, inappropriate materials and elements which may have been added in earlier remodelling. Those storefronts which have been "modernized" along El Camino Real should be returned to a condition compatible to the original designs. Storefronts which have been infilled with brick should, depending upon their use, be restored, and their tiled or brick storefront window base panels duplicated.

Repair or replace deteriorated architectural features matching the original as closely as possible in composition, color, design and texture. On El Camino Real, there is much Spanish Colonial-inspired ornamentation which should be preserved. Plaster detailing, in particular, is sensitive to the effects of age and the elements and should be duplicated or restored with care. The same is true of the turned wood window surrounds and balusters found there.

The one- and two-story buildings along the older (southern) sections of Broadway are generally not as architecturally significant

as those on El Camino Real. They are unified by the dated use of materials such as storefront windows with stone or brick base panels under broad, flat metal awnings and stucco building facades. The use of canvas awnings should be incorporated into this area such as has been successfully done around Millbrae Square.

Remove all old sign supports, conduit, wires, brackets or hardware that is no longer operational, and which detract from the buildings' appearance. Many changes have been made over the years in the older commercial buildings along El Camino Real and Broadway, particularly in respect to signage. These older elements should be removed and the building surfaces cleaned. Cleaning should be undertaken with the gentlest technique that proves to be effective. Typically, warm water washing has been proven to be of sufficient strength in cases similar to those found on most of the buildings in the Downtown.

Conditions to be Discouraged

- Adding or resurfacing a facade with materials which are inappropriate such as plastic, metal or aluminum siding, asbestos or asphalt shingling, tile mosaic and the like. However, the use of solid colored ceramic tiles on the storefront window base panels along El Camino Real is encouraged as an authentic period detail.
- Adding or replacing original architectural elements with new and/or stylistically inappropriate ones such as shingled mansard, or Chinese roofs, or colonial doors. In general, the use of

stylistic elements which do not refer to either the Art Deco or the Spanish Colonial, the two styles prevalent in Downtown Millbrae, should be avoided.

- Sandblasting, including dry and wet grit as well as other abrasive on brick and stone.

THE STRATEGY TO REVITALIZE THE CBD

Assumption: The City would like to expand its retail sales tax base to capture more revenue and provide a greater range and depth of services to its residents. This should be done where possible without hurting local businesses and by drawing in regional businesses. Effort also should be made to attract a diverse mix of businesses in order to provide insulation against business cycle shocks. It is assumed that regional shoppers will be traveling Highway 101 to gain access to major merchants. Those traveling El Camino Real will primarily be drawn primarily from adjacent communities as opposed to regional patrons who will tend to utilize Highway 101 and the Millbrae Avenue access to Downtown.

Constraints to CBD Expansion: As pointed out earlier, the Central Business District provides limited opportunities for construction of new facilities. This is generally true for the entire commercial area of the City which is dominated by small, unconsolidated ownerships. As pointed out in the Cone report " ... it is increasingly difficult for the historical 'strip' type developments to effectively compete since the building sizes and sites are not large enough; they lack adequate parking, amenities, or attractive design; and they mix access, parking and traffic. Although there have been successful renovations or remodeling and reuse of selected older buildings, mall type redevelopments of older business districts have not been notably successful." Exceptions have occurred such as Millbrae Square and Orchard Supply Hardware, but they have not been the norm and have not established

a precedent. Opportunities do exist in the vicinity of the Millbrae Theater and across El Camino Real between the CBD and Millbrae Avenue; these areas may be a logical future addition to redevelopment activities.

Intensive development of the CBD and its immediate surrounding area in the future will depend not only on private opportunities to exploit market demand but municipal actions as well. For instance, the attraction of regional facilities will reflect emphasis by the City toward land assemblage and higher density. Quality regional investment will demand more space, higher height limits, and space for additional parking, all of which will fundamentally change the character of the downtown area. Emphasizing the southern areas of the City, as outlined above, would focus these required facilities on the periphery of the existing CBD thereby limiting encroachment and change within historically lower density areas.

The dilemma is clear. In order to attract regional type facilities, larger tracts of land and facilities must be made available. If successful, however, the business volumes of smaller retail facilities may suffer. In the absence of this approach, a more moderate growth policy could take place with some limited land assemblage being accomplished under the aegis of the Redevelopment Agency. In fact, the moderate approach may be dictated by the inability to supply employee parking necessary for new growth. Land assemblage can be augmented by performance zoning, design controls, and parking/traffic control measures designed to improve local business conditions

without fundamentally changing the character of the downtown area.

PLANNING STEPS

Consider the creation of three zones within the CBD. A northern zone with high intensity, mall-type services (although their emphasis will still be on local consumers). A central zone which will cater to a European-style business atmosphere where residences are also encouraged. Within this zone, small single ownership businesses such as shoe repair stores or cafes with on-street parking will be encouraged. Outside this zone, centralized or on-site parking will be promoted.¹ A southern zone, now outside the Study Area, can be created in the vicinity of the Millbrae Theater and could be used as a mini-regional anchor to the CBD.

Density bonuses and other zoning benefits can be conferred to the areas outlined above to facilitate economic investment. The converse situation, however, is that the regulations must be uniformly applied to achieve equity.

Opportunities: The most convenient vehicle for fostering new development activities is the existing Redevelopment Agency. It has the tools available to assist and promote change as well as the ability to incur debt for financing improvements. Within its boundaries are several areas of promise for expansion. One focus could include new development of a regional

nature, strengthened businesses and investment in the vicinity of Millbrae Square, and ultimately expansion of the tax base without destroying the client base of existing businesses. Within the expanded area, several projects would be undertaken.

Post Office Site

Encourage the Post Office to move distribution functions to a new location, perhaps in the north end of town, providing an attractive expansion potential for businesses as well as community activities at the existing site. The CBD has shown that it is capable of regional performance levels in the case of the Millbrae Square; however, several merchants have suggested one performance constraint is the flow of local traffic. This condition is exacerbated by a use such as the Post Office that promotes high volumes of transient movement.

Professional Office Complex

Construction of a Professional Office Complex with on site parking across the street from the Post Office. The clients of this use tend to stay longer and tend to use these services as their destination. Expanding the opportunities on this site would increase opportunities for professional services downtown. Increased density would allow accommodation of parking within the building site.

Millbrae Theater Site

¹ Incentives can encourage service businesses, especially in the FIRE (Finance, Insurance, Real Estate) area to provide parking on site. Their clients tend to stay longer and consequently tie up urban parking for longer periods of time. In return, they can be granted and can effectively utilize higher density space with multiple floors.



Millbrae Theater Site

Although outside the formal boundaries of the CBD, creation of a traditional shopping center is not feasible. This area has easy access to Highway 101 and could provide an opportunity to create a shopping village with immediate access from Broadway instead of El Camino Real. Its location and size lend themselves well to a mixed-use project which could incorporate residential units on upper floors.

The impact on the immediate adjacent areas is expected to be positive as well. Some consolidation of adjacent properties can be expected to take place with subsequent intensification of use. The short term outcome will be tenant improvements and increased attention to design and facade control as competition intensifies.

In the near term, this site represents one of the most practical areas for large scale investment and development in the vicinity of the CBD. It presents an opportunity to attract regional scale businesses given its access to the freeway and a major thoroughfare. Development of such a site could anchor the south end of the Downtown area without precluding the development of retail / residential uses in the area immediately adjacent to it.

Railroad Crossing and Millbrae Avenue (NW)

This site (which is also outside the formal boundaries of the CBD but still within the redevelopment area), if consolidated with adjacent areas, could be the focus of a

small hotel development. Access is good and it could benefit from association not only with the nearby hotel complex but proximity to the International Airport.

Farmers Market: There has been some discussion of a Farmer's Market in the area. Consideration should be given to such a market developing within the CBD, perhaps in conjunction with any redevelopment of the Post Office Square. Such a Market could be a regular event or included as part of a City Festival.

CONCLUSIONS AND IMPLEMENTING THE STRATEGY

A strategy to achieve any or all of these land use conversions will involve close private and public cooperation. Initially, a set of policy statements issued through the public agency (the most convenient aegis is the Redevelopment Agency through its statement of boundaries and intent) dictates the desired land use. This is followed by a financial commitment (direct acquisition, willingness to incur debt, etc.) to achieving the goal. Finally, an aggressive campaign must be initiated to enlist the cooperation of competent property owners and developers. The danger in giving priority to capturing regional businesses is potential business loss for existing merchants who primarily serve the local community. This danger can be reduced by strategically locating the regional-type facilities so that continued opportunities exist for smaller businesses.

The strategy should ultimately encompass several related areas:

PLANNING

General Plan Goals and Policies

- Appropriate Zoning
- Parking Requirements and Locations
- Residential Infill Requirements
- Design requirements:
 - Streetscape
 - City Identifier/Theme
 - Facade Improvements
 - Signage

FISCAL PLANNING AND IMPLEMENTATION

Formation of Assessment Districts

- Mello Roos
- Marks Roos
- Lighting and Landscaping
- Landscape Maintenance
- Parking Districts
- Parking and Business Improvement Tax

Redevelopment Funds and Powers

- Loans
- Grants
- Eminent Domain
- Debt for Public Improvements
- Owner Participation Agreements

MERCHANT AND OWNER PARTICIPATION

Compliance with Design and Parking Goals

Consolidation of Properties and New Investment

Ad Programs and promotion of Downtown Area.

- Rehabilitate Buildings
- Replace Non-conforming Signs
- Coordinated Management

Investment

There is currently little private incentive to invest the amount of money needed to implement any of these steps. The City is limited in what it can provide other than those investments resulting in broad public benefits; however, the various Community Financing Districts available make it possible to construct improvements such as off-street parking facilities, crosswalks, sidewalks, landscaping, etc., in order to enhance the area's ability to attract commerce and investment.

When coupled with the acquisition powers of the Redevelopment Agency, a broad pattern of assistance and direction can be created. For instance, the entire redevelopment area could be designated a zone of benefit with selected improvements financed through a broad benefit assessment payable through the property tax. Each of the sub-planning zones could in turn create benefit assessments targeted for their own unique needs. Although accruing entirely to the private owners, this debt would be administered by the City or the Redevelopment Agency.

While the City Redevelopment Agency cannot carry the entire burden of Downtown improvements, it can be an active partner with Downtown property owners and tenants. In this role, the Agency can provide leadership and participate in financing those improvements that will bring benefit to the entire community.



CITY OF MILLBRAE

MAYOR'S OFFICE:

Mayor:

Robert H. Treseler

Vice Mayor

Janet Fogarty

CITY COUNCIL:

Doris Morse

Paul Van Iderstine

Frank T. Cannizzaro

CITY PLANNING COMMISSION:

Chair

Gordon L. Dito

Vice Chair

Steven Luzaich

Victor Graff

Tullio Bertini

Betty Decter

CITY STAFF:

City Administrator

James R. Erickson

Community Development Director:

Robert L. Ironside

CONSULTANT TEAM:

Royston Hanamoto Alley & Abey

Asa Hanamoto	Senior Principal
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Robert Sena	Principal
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Mary Kim McKeown	Associate
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Herma Kraft	Designer
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Architectural Resources Group

Bruce Judd	Principal
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Leslie Dill	Associate
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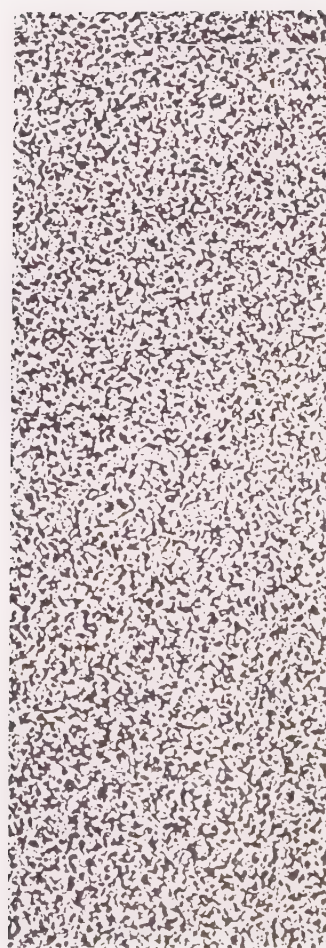
Lucian Childs	Designer
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Economist

Michal Moore

Traffic Engineer

Charles Abrams



A P P E N D I X



APPENDIX A MARKET SECTOR PERFORMANCE LEVELS

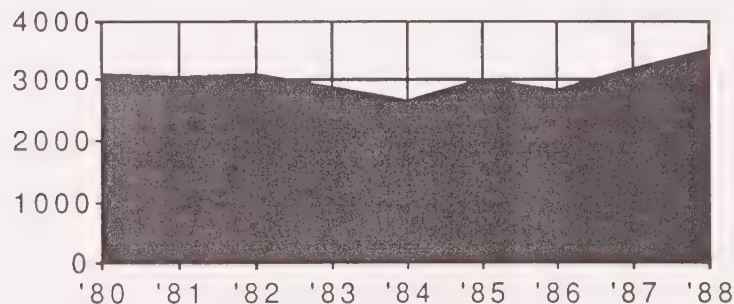
Market Sectors Showing Increasing Performance

The strongest areas of performance within the CBD include Retail Apparel, Eating and Drinking Establishments, Business and Professional and Food Sales. Each of these areas succeeded by having a strong local base supplemented by regional demand. Each of these areas should continue to grow, relative to the County as a whole. Additionally, each represents an opportunity for expansion within the CBD.

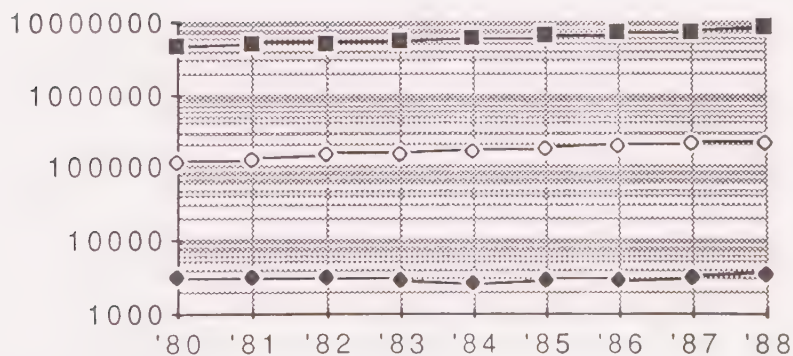
Retail Apparel:

Growth in Apparel sales has largely been led by the presence of Mervyns which is the top retail producer within the top 25 retail sales establishments in the City. In part this underscores the drawing power of concentrated parking and regional draw through size and diverse inventory. Another example in this category, although outside the immediate CBD is Orchard Supply hardware which because of its size and available parking drives the hardware

Apparel
Millbrae Retail Sales
in thousands of dollars



Retail Apparel Sales
State/San Mateo County/Millbrae
in thousands of dollars



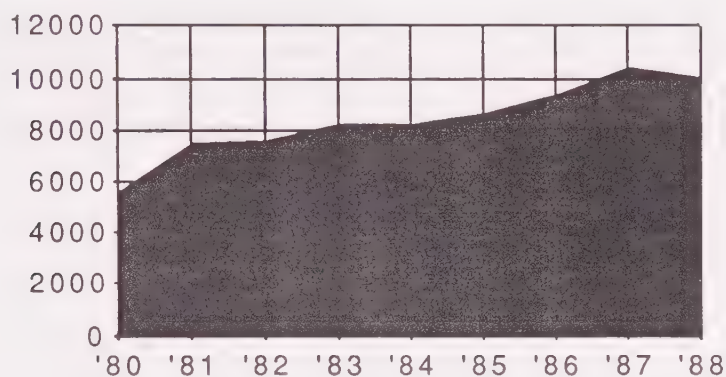
category. (Size alone does not however guarantee success. The hardware category has been falling in recent retail sales as industry consolidation takes place.)

When seen in log scale (which allows a relative comparison) the trend relative to the County is clear. The performance parallels that of the State as a whole.

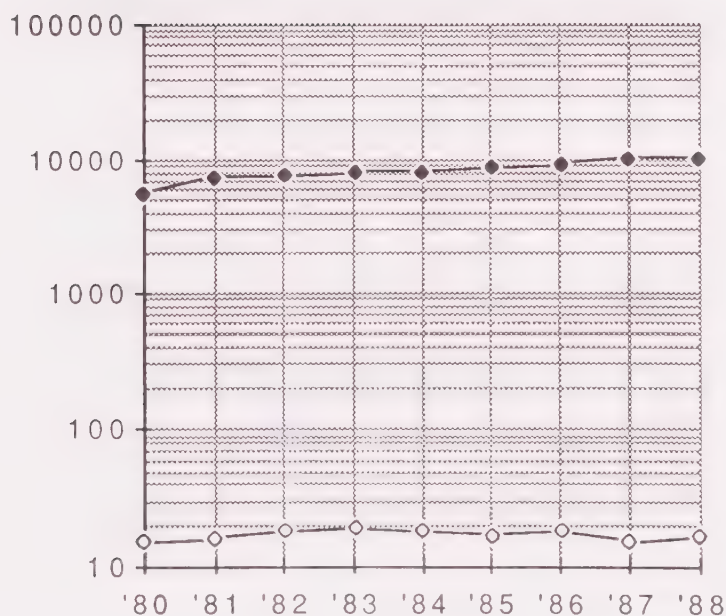
Food Stores:

Food sales have shown relatively steady performance in past years with a slight decline in 1988 attributed to some diversion of regional sales to newer facilities. This area should continue to be a strong performer with specialty markets maintaining their niche in the downtown area.

Food Stores



Retail Food Sales
San Mateo County/Millbrae
in thousands

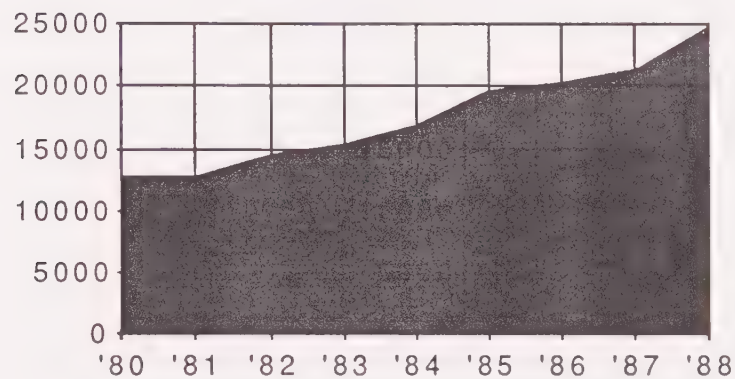


Eating and Drinking Establishments:

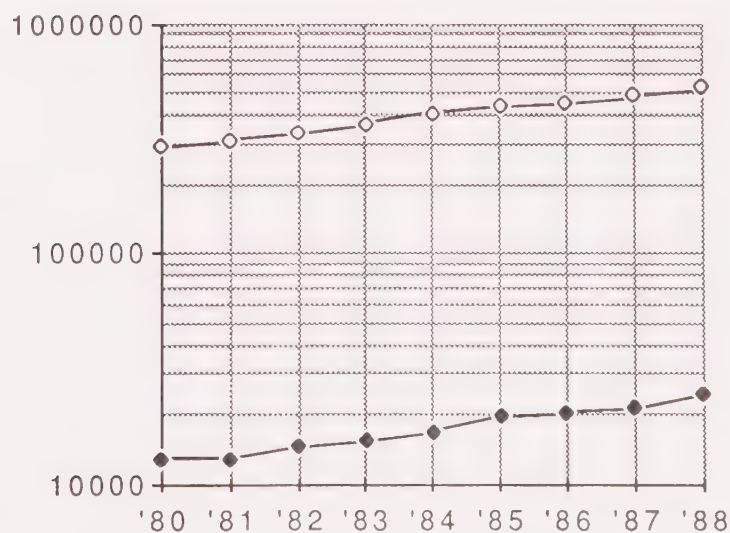
This area continues to be one of the strongest performing categories of the local

economy. The facilities are diverse not only in terms of type but size and their growth is a reflection of strong importation of regional demand.

Eating/Drinking Establishments
Millbrae
in thousands of dollars



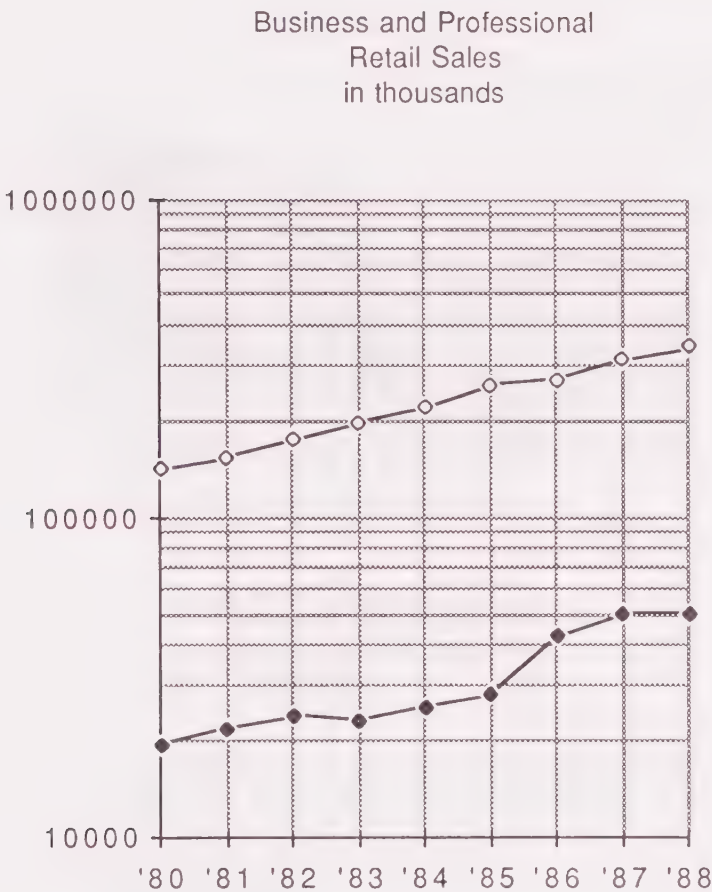
Eating and Drinking
Retail Sales
San Mateo County/Millbrae
in thousands



Other Retail Services / Businesses

Another category that has performed well relative to the county as a whole is the broad indicator of other services or

business and professional services. When seen in log scale against the County, the relative performance with the exception of 1988 is impressive.

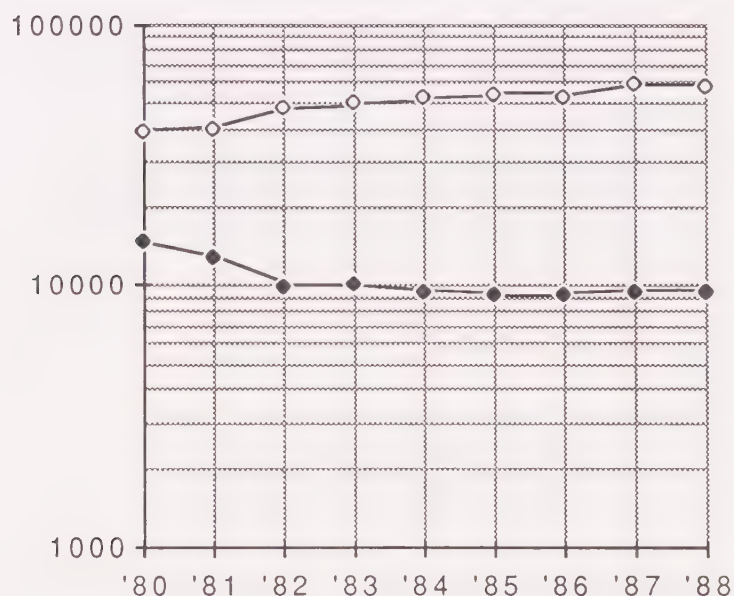


Declining or Static Performance

Millbrae underperformed relative to neighboring communities in three significant areas, Auto Dealerships and Auto Supplies, Packaged Liquor Sales and

Service Station sales. A recent decline in the area of Home furnishings sales interrupted a generally high performance level in this area relative to neighboring communities.

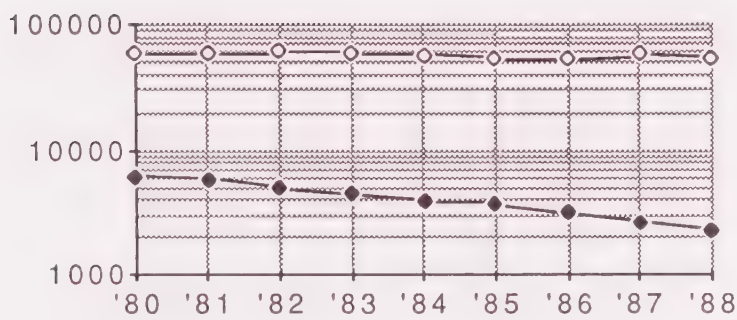
Auto Supplies Retail Sales
San Mateo County/Millbrae
in thousands



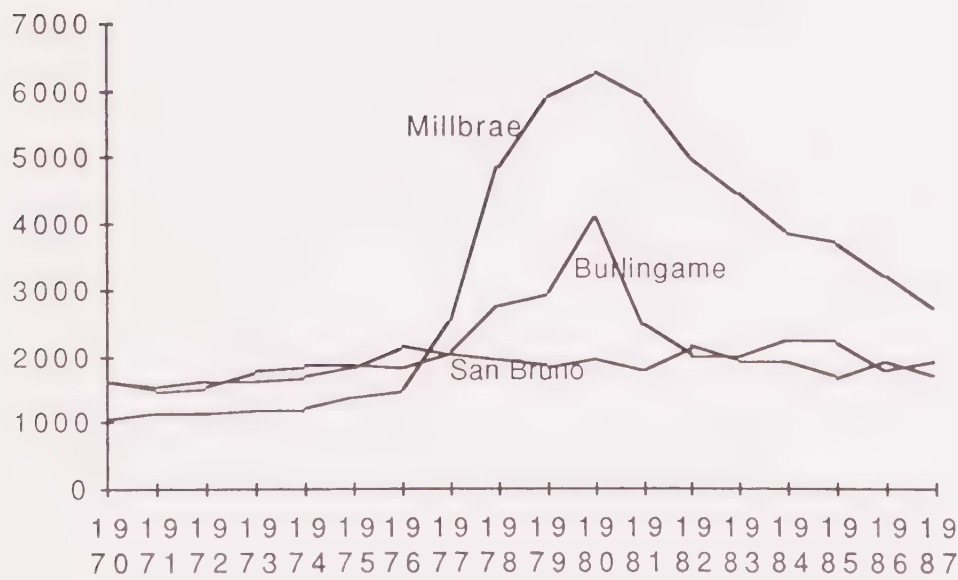


Packaged liquor sales have experienced a more dramatic decline relative to sales within the county and to immediately neighboring communities as well.

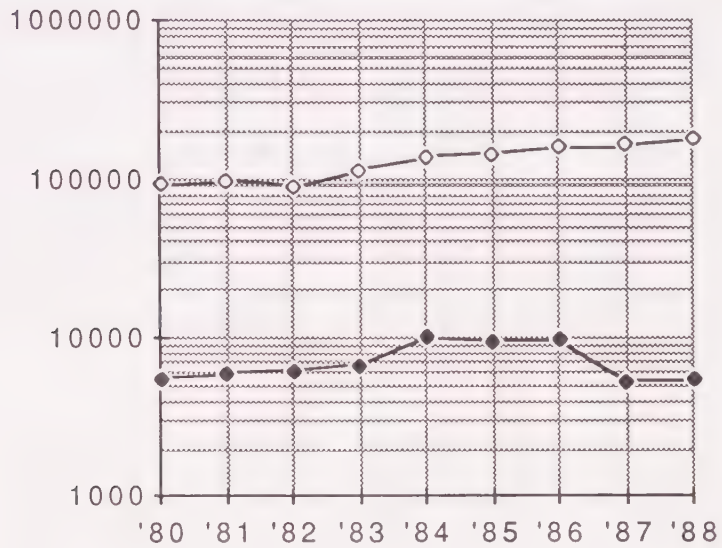
Retail Packaged Liquor Sales
San Mateo County/Millbrae
in thousands



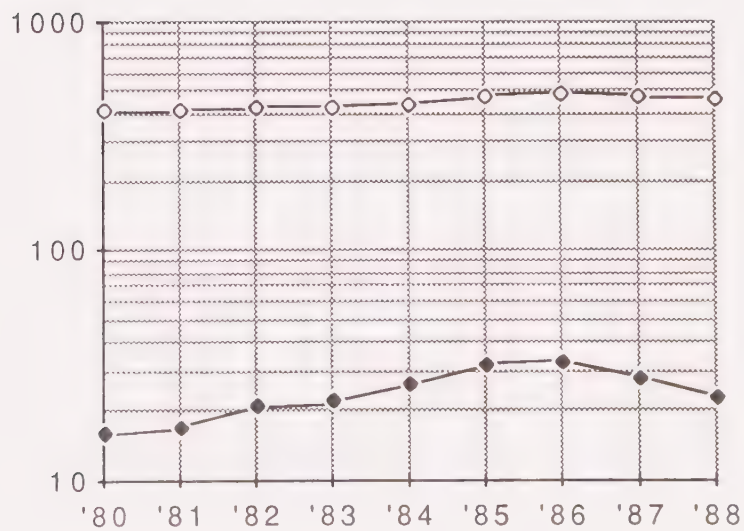
Packaged Liquor Sales



Home Furnishings Retail Sales
San Mateo County/Millbrae
in thousands



Home Furnishings Permits
San Mateo County/Millbrae



Year >	'80	'81	'82	'83	'84	'85	'86	'87	'88
Category v									
Apparel	3,149	3,077	3,131	2,903	2,667	3,057	2,872	3,204	3,516
Food Stores	5,640	7,483	7,573	8,238	8,242	8,696	9,363	10,391	10,070
Packaged Liq.	6,255	5,878	4,986	4,456	3,852	3,700	3,184	2,671	2,246
Eating/Drink	12,887	12,913	14,582	15,470	17,013	19,794	20,452	21,394	24,842
Home Furnish	5,571	5,982	6,242	6,753	10,196	9,655	9,736	5,371	5,507
Bldg Material	4,565	4,717	3,906	4,518	5,859	6,724	12,184	13,150	12,560
Auto Deal/Supp.	14,870	12,953	10,105	10,120	9,604	9,295	9,347	9,644	9,503
Service Stations	9,537	10,307	8,622	10,012	10,440	11,662	9,320	8,684	9,605
Other Services	19,485	21,971	24,113	23,084	25,568	28,048	42,486	50,208	49,654
All Other Outlets	44,653	49,426	55,633	58,840	54,514	40,783	37,838	42,107	40,310
Total Tax. Sales	126,612	134,707	138,893	144,394	147,955	141,414	156,782	166,824	167,813
Taxable Sales x 000									

Permits**Category v**

Apparel	14	11	11	10	11	12	13	14	16
Food Stores	15	16	18	19	18	17	18	15	17
Packaged Liq.	7	6	5	5	4	4	4	4	4
Eating/Drinking	39	42	41	42	44	45	46	48	50
Home Furnish	16	17	21	22	26	32	33	28	23
Bldg Material	5	5	5	5	6	4	5	4	4
Auto Deal/Supp.	7	6	6	6	6	7	4	6	8
Service Stations	13	13	11	11	11	11	11	11	10
Other Services	32	31	39	39	39	42	45	43	51
All Other Outlets	272	290	295	321	334	357	355	388	395
Total Permits	420	437	452	480	499	531	534	561	578

Year >	'80	'81	'82	'83	'84	'85	'86	'87	'88
San Mateo County									
Catagory v									
Apparel	122,936	132,540	155,619	153,982	173,941	186,173	204,380	220,564	224,683
Food Stores	149,270	191,445	191,847	210,102	219,794	236,676	227,574	201,467	194,017
Packaged Liq.	58,875	59,544	62,451	59,632	58,021	53,412	53,949	58,648	54,087
Eating/Drink	292,337	313,928	336,037	367,292	410,058	440,466	453,835	491,096	532,234
Home Furnish	93,429	99,133	89,377	114,942	138,365	145,953	159,421	164,229	178,043
Bldg Material	128,726	122,415	115,356	156,360	182,857	203,511	234,498	253,961	293,542
Auto Deal/Supp.	39,396	40,546	48,442	50,367	52,736	54,926	53,832	59,309	58,334
Service Stations	446,594	507,613	456,977	372,658	414,651	453,165	350,682	355,721	399,711
Other Services	141,726	154,650	175,273	198,592	219,867	259,979	270,346	313,043	344,498
All Other Outlets	1,337,497	1,503,068	1,528,789	1,627,340	2,022,926	2,109,679	2,078,075	2,152,305	2,267,998
Tot Taxable Sales	2810786	3124882	3,160,168	3,311,267	3,893,216	4,143,940	4,086,592	4,270,343	4,547,147
Permits									
Catagory v									
Apparel	385	400	427	438	435	432	432	453	458
Food Stores	109	110	110	109	115	115	113	116	115
Packaged Liq.	120	119	118	118	113	111	106	110	110
Eating/Drinking	1,076	1,120	1,158	1,230	1,267	1,305	1,332	1,372	1,390
Home Furnish	410	417	427	427	439	473	488	471	460
Bldg Material	205	201	208	216	229	226	233	228	229
Auto Deal/Supp.	132	132	133	132	137	133	128	129	130
Service Stations	373	369	352	348	339	350	331	316	295
Other Services	1,792	1,814	1,879	1,946	2,060	2,178	2,299	2,349	2,504
All Other Outlets	10,153	10,396	10,889	11,523	11,993	12,580	12,986	13,838	13,549
Total Permits	14,755	15,078	15,701	16,487	17,127	17,903	18,448	19,382	19,240

Year >	'80	'81	'82	'83	'84	'85	'86	'87	'88
Statewide Transactions									
Category v									
Apparel	4,678,297	5,341,913	531,7595	5,564,679	6,106,856	6,532,300	7,088,888	7,693,503	8,676,235
Food Stores	6,085,467	6,893,221	767,3772	8,324,902	8,887,252	9,309,641	9,530,802	8,888,417	9,083,941
Packaged Liq.	1,985,159	2,059,917	198,4351	1,961,696	1,935,649	1,891,520	1,893,979	2,088,756	2,027,002
Eating/Drink	11,324,089	12,613,580	1,333,8025	14,533,054	16,038,336	17,221,394	18,182,318	19,537,960	20,919,576
Home Furnish	2,717,097	2,849,966	272,4869	3,110,128	3,584,280	3,758,634	4,149,323	4,581,378	5,066,519
Bldg Material	6,130,543	5,759,280	536,5086	6,940,574	8,191,190	9,083,724	10,265,109	11,147,603	12,669,626
Auto Deal/Supp.	1,878,604	2,089,945	227,3514	2,473,754	2,663,715	2,727,080	2,844,561	3,047,698	3,275,235
Service Stations	15,933,923	16,260,946	1,388,6487	13,423,225	13,930,542	14,163,403	11,613,132	12,307,945	13,132,826
Other Services	5,209,970	5,833,385	602,5233	6,850,630	7,981,162	8,807,038	9,519,715	10,627,615	11,573,929
All Other Outlets	43,338,276	47,627,440	4,651,9212	49,212,589	59,296,332	63,865,586	66,065,928	70,990,080	76,987,397
Total Transactions	99,281.4	107,329.5	105,108.1	112,395.2	128,615.3	137,360.3	141,153.7	1,509,10.9	163,412..2
Tot Taxable Sales	198,562.8	214,659.1	210,216.2	224,790.4	257,230.6	274,720.6	282,307.5	3,018,21.9	326,824.5
Total Transactions x 000									
Total Taxable Sales x 000									

Summary of Space Absorption in Square Feet

<u>Category</u>	<u>Area Share Available</u>	<u>Annual Rate</u>	<u>5 Year Rate</u>
Office Space	15,000	6-10,000	30-50,000
Food Stores			35-40,000
Eating & Drinking	12,000	3-4,000	20,000
General Merchandise	50,000	10,000	50,000
Apparel Sales	30,000	3-5,000	15-20,000
Regional Retail	20,000		30,000

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